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Illinois Voters' Handbook - 1920

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**TRANSFERRED FROM THE
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ILLINOIS VOTERS' HANDBOOK

Harvard University
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in Municipal Government



Published by
WOMAN'S CITY CLUB OF CHICAGO
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ILLINOIS VOTERS' HANDBOOK

PUBLISHED BY THE

WOMAN'S CITY CLUB OF
CHICAGO



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PREFACE

THE ILLINOIS VOTERS' HANDBOOK is published for the convenience of voters who are desirous of using their franchise intelligently and effectively.

The unsettled condition in our own and other countries has brought home to American voters an increased realization of the obligations of citizenship. With this realization there must be a determination on the part of the individual to find a way to make our government embody more perfectly the will of the people.

The first step towards its fulfillment is knowledge concerning the instruments with which the voters must work. This pamphlet is offered to furnish them with information which they need in order that they may prepare intelligently for the fall elections, for the campaign on the new constitution which will occur during the coming year, and for the coming sessions of the State Legislature.

We hereby acknowledge with gratitude and appreciation the valuable assistance rendered in the issuing of this book by W. F. Dodd, Leon Hornstein, H. S. Keeler, Matthew Mills, J. J. Pettijohn, Frederick Rex, George C. Sikes, and James F. Sullivan.

LOUISE DE KOVEN BOWEN,

President Woman's City Club of Chicago.

INTRODUCTION

Am I eligible to vote?

To what offices are we electing men?

What does he do after he is elected?

What does he need to be or know in order to fill the job?

Who are the parties backing?

Who appoints for that position?

Is it under civil service?

Where can I go to find out how the government can help on this?

How can I find out who is telling the truth?

Why are my taxes so high?

Why are other men's taxes so low?

These and hundreds of other questions are being asked daily and the answers are scattered through numberless minds and numberless books.

This pamphlet aims to present a part of the information which the voter in Illinois needs. It is classified according to the official's relation to his office and to the voter, that is, elective officials, appointive officials and the civil service, within the three major divisions of government—legislative, executive and judicial.

EDITH ROCKWOOD,

Civic Director Woman's City Club of Chicago.

ILLINOIS VOTERS HANDBOOK

Chapter I

TECHNIQUE OF VOTING AND INFORMATION FOR THE CITIZEN

THE TECHNIQUE OF VOTING

What is a vote and what is its value? A vote is a method designed for the expression of a choice or of an opinion. Rightly used in government it is the citizen's expression of his will.

In a republic its worth depends on the intelligence with which it is cast. For government is not merely a machine and no mechanism of government can work well without an electorate, alert and intelligent.

The good citizen is the man or woman who goes to the polls on primary and election days and casts his ballot with the utmost possible wisdom and intelligence. The stay-at-home citizen is silently consenting to the vote of the other people whether good or bad. The uninformed citizen is perhaps unintentionally assisting to office the worst element in government.

In order to vote in Illinois one must be:

**Qualifica-
tions.**

A citizen, either native born or naturalized.

At least twenty-one years of age.

Have resided in the state one year, in the county ninety days and in the election district thirty days preceding the election.

He or she must not have been convicted of insanity nor infamous crime.

There are six principal election districts.

1. *Congressional* from which one representative to congress is elected. The size of this district is determined by the population after each census. The total number of inhabitants is divided by a number determined upon by congress, but the legislature of the state determines the districts. Illinois has twenty-five congressional districts but elects twenty-seven congressmen, two-at-large, because the reapportionment of the districts has not been made by the legislature (see map, chapter VI, page 92). Cook County has ten congressional districts.

**Voting
Districts.**

2. *Senatorial* districts of which there are fifty-one. From each of these districts, one state senator and three representatives are elected to the state legislature (see maps, Chapter IV, pages 63 and 64).

Some people confuse the congressional with the senatorial districts. By bearing in mind that the word congressional relates them

to congress, the national legislative body, they may more easily recall the distinction between the two districts.

3. *Judicial* districts of which there are seven. From each, one judge is elected to the State Supreme Court (see chapter V, State Government, page 81).

4. *Judicial circuits*, eighteen in all, each of which elects three circuit court judges with the exception of Cook County, which constitutes the eighteenth district and elects twenty circuit and twenty superior court judges (see chapter V, State Government, page 82).

5. *School districts* from which members of boards of education or school trustees are elected.

6. *Wards*: territorial units of government. Most municipalities are divided into wards for the purpose of municipal elections. (Chicago has 35 wards).

7. *Precincts*, subdivisions of wards made to simplify voting in city elections.

The privilege of voting is carefully protected against interference. No person may be arrested on his way to and from the polls nor during his attendance at election except for treason, felony or breach of the peace. Employers must allow their employees two hours for voting while the polls are open, provided the latter have notified their employers in advance and are willing to accept the time planned for them.

METHODS OF CONDUCTING AN ELECTION

A place for voting is provided, called a polling-place, sometimes in a schoolhouse, a shop or other convenient place.

Election Officers.

Chicago, Cicero and certain other cities of the state operate under a general election law. Under this law three election commissioners are appointed by the county judge for a term of three years (see chapter IV, page 59). The dominant political parties must be represented. The duties of these election commissioners are to appoint the judges and clerks of elections, have charge of the printing and distribution of the ballots and of the registration lists, provide the ballot-boxes and select the polling places.

There are three judges and two clerks selected for each precinct.

Registration.

In Chicago and all other cities under the "City Elections" law registration is required. This is a safeguard for insuring a more honest election, since in communities like our large cities where people do not even know their neighbors, dishonest election officials could easily allow unqualified residents to vote or citizens to cast their ballots several different times. Each voter must therefore register in person at the polling place in his precinct, giving his name, residence, age, place of birth and citizenship. These lists are later verified by the two clerks of each precinct and the names and addresses printed by the election commissioners.

Every two years preceding the congressional elections in the fall a general registration is held at which everyone must register in

order to vote. The old lists are discarded and the new ones substituted. In the interim unless he changes his address he does not need to register again.

"In the event that a voter shall, by reason of illness or absence from the city, be unable to appear in person at the office of the board of election commissioners during the interval between the first and second days of registration, he may, upon application made by him or by another for him, to the board of election commissioners, be furnished a blank such as is provided for that purpose which may be executed by him before any clerk of court of record, and under its seal, and returned to the board of election commissioners who shall cause such a voter to be registered in the same manner as though he appeared before said board in person: *Provided*, such application for registration is received by said board after the first day of registration and not later than noon of the day before the second day of registration."*

Absentee.

In country districts the county board appoints three judges of election who in turn appoint one clerk. Registration is much less formal since a voter does not have to appear in person, but may send his name by mail, or even by a neighbor for the judges to register.

Election Machinery in Country

NOMINATIONS

How do the names of candidates get on the tickets or in other words, how are they nominated? There are three methods—by petition, by caucus or party convention, and by primary election.

A candidate may be nominated by petition. This petition must be signed by a specified number of qualified voters, the number of signatures depending on the office.

Nomination by Petition.

There are three classes of officers who are nominated directly by party conventions—judges, presidential electors and trustees of the University of Illinois.

Nomination by Party Conventions.

The caucus or party convention method is used for certain township officers and for elective boards of education. But these officers may also be chosen by petition.

The party convention is also used for the purpose of selecting candidates who are to be nominated at the primaries.

The April primary elections are important factors in the machinery of the political parties, for at this time are elected state central committeemen, a precinct or (in Chicago) ward committeemen from each precinct or ward and Delegates and Alternate Delegates to National Nominating Conventions.

The precinct and ward committeemen form the county convention, which in turn selects delegates to the party's state and congressional conventions and nominates the judges of the Circuit and Superior Court.

*Illinois Session Laws, 1913.

SPECIMEN BALLOT



DEMOCRATIC

For Presidential Electors.

☐ ARNOLD SMITH
☐ ARTHUR GOOD

For U. S. Senator.

☐ BENJAMIN AME

For Governor.

☐ CHARLES HEELER

For Lieutenant-Governor.

☐ EARL MANN

For Secretary of State.

☐ FRANCIS HORTON

For Auditor of Public Accounts.

☐ GUSTAV KLEIN

For State Treasurer.

☐ JACK ABRAHAM

For Attorney General.

☐ HEBBER CUNNEA

For Clerk—Superior Court.

☐ ORRIN BURRITT

For Trustees—University of Illinois.

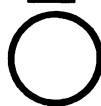
(Three to be elected.)

☐ S. B. TRIMBLE
☐ LOUISE WHITE
☐ CARRIE YOUNG

For Representatives in Congress—
State at Large.

(Two to be elected.)

☐ ANDY MCGOWAN
☐ JOHN M. SNOW



REPUBLICAN

For Presidential Electors.

☐ ANDY JONES
☐ ANDREW JAMES

For U. S. Senator.

☐ BERNARD SMITH

For Governor.

☐ CLARENCE COE

For Lieutenant-Governor.

☐ EDWIN SHIRE

For Secretary of State.

☐ FRED LONG

For Auditor of Public Accounts.

☐ GEORGE HERR

For State Treasurer.

☐ JAMES HORD

For Attorney General.

☐ ARNOLD DRIEFUSS

For Clerk—Superior Court.

☐ LEO DAYTON

For Trustees—University of Illinois.

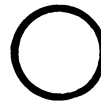
(Three to be elected.)

☐ HEBBER CREBS
☐ MARTIN OLSON
☐ MARGARET SCULLY

For Representatives in Congress—
State at Large.

(Two to be elected.)

☐ EDWARD DEVINE
☐ JAMES HALLBECK



SOCIALIST

For Presidential Electors.

☐ ADOLPH BROWSKI
☐ AUSTIN GILLES

For U. S. Senator.

☐ CLAUDE F. HOWARD

For Governor.

☐ CLIFFORD COLEMAN

For Lieutenant-Governor.

☐ FRANK HOWE

For Secretary of State.

☐ F. J. STEIN

For Auditor of Public Accounts.

☐ HENRY VENNUM

For State Treasurer.

☐ JOHN SWEENEY

For Attorney General.

☐ JOSEPH KORTAS

For Clerk—Superior Court.

☐ LAWRENCE BLAKE

For Trustees—University of Illinois.

(Three to be elected.)

☐ JAMES RUSSELL
☐ ANTON STROVER
☐ EDWIN COLLINS

For Representatives in Congress—
State at Large.

(Two to be elected.)

☐ JOHN RODRIGUES
☐ MILTON STROVER

- For Representative in Congress—First District.**
☐ MILTON HULL
For Clerk—Appellate Court.
☐ JOSEPH KOOP
For State Senator.
 (First District.)
☐ JOHN J. PETERS
For Representatives—General Assembly.
 (First District.)
☐ N. G. FLORA
For State's Attorney.
☐ JOHN GOODNOW
For Recorder.
☐ J. J. ALLEN
For Clerk—Circuit Court.
☐ NICHOLAS WELLMAN
For Clerk—Superior Court.
☐ HAROLD TOBIN
For Coroner.
☐ PETER LAFFLIN
For Members of Board of Assessors.
☐ OSCAR CROSS
For Member Board of Review.
☐ RAPHAEL CUNNEA
For Judge of the County Court.
☐ DENNIS UMBACH
For County Surveyor.
☐ ALFRED TODD
For Trustees Sanitary Dist. of Chicago.
☐ KENNETH HARPER
☐ ROBERT MCKINLEY
☐ JAMES PETERSON
For Associate Judges—Municipal Court.
 (Eleven to be elected.)
☐ EMMET TOWER
☐ RODERICK WHITEMORE
- For Representative in Congress—First District.**
☐ HEBER BLAKE
For Clerk—Appellate Court.
☐ FRANK WILEY
For State Senator.
 (First District.)
☐ FRANK PARKER
For Representatives—General Assembly.
 (First District.)
☐ JAMES MASON
For State's Attorney.
☐ FRANK McLAREN
For Recorder.
☐ JOHN RAPPAPORT
For Clerk—Circuit Court.
☐ GEORGE BREIT
For Clerk—Superior Court.
☐ ARCHIBALD READING
For Coroner.
☐ THOMAS KEARNS
For Members of Board of Assessors.
☐ PETER RYAN
For Member Board of Review.
☐ RALPH SHAW
For Judge of the County Court.
☐ ANDREW BURG
For County Surveyor.
☐ HAROLD McGRATH
For Trustees Sanitary Dist. of Chicago.
☐ J. W. ARNOLD
☐ VICTOR CROSBY
☐ ROBERT McLEOD
For Associate Judges—Municipal Court.
 (Eleven to be elected.)
☐ ALEXANDER KEITH
☐ WILLIAM HAMILTON
- For Representative in Congress—First District.**
☐ FRANK BAYER
For Clerk—Appellate Court.
☐ GEORGE NANCE
For State Senator.
 (First District.)
☐ JAMES McMICHEL
For Representatives—General Assembly.
 (First District.)
☐ DANIEL RYAN
For State's Attorney.
☐ R. J. KNACK
For Recorder.
☐ FRANK WILLIAMS
For Clerk—Circuit Court.
☐ FRANK DAY
For Clerk—Superior Court.
☐ OSCAR REID
For Coroner.
☐ DANIEL McNALLY
For Members of Board of Assessors.
☐ EMMET HARMS
For Member Board of Review.
☐ WILLIS STROM
For Judge of the County Court.
☐ RICHARD BURNS
For County Surveyor.
☐ HERBERT JOHNSON
For Trustees Sanitary Dist. of Chicago.
☐ GABRIEL ANNUNZIO
☐ ALBERT HILLCOTE
☐ HOWARD GRIFFIN
For Associate Judges—Municipal Court.
 (Eleven to be elected.)
☐ PATRICK McLAUGHLIN
☐ VINCENT ANDERSON

gob! The names given are fictitious—addresses which usually appear on the ballot have been omitted.

The state convention adopts the state platform of the party and nominates candidates for trustees of the University of Illinois and for presidential electors.

The congressional convention may recommend to the state convention candidates for presidential electors and choose and select delegates to the National Convention at which the president and vice-president of the United States are nominated (see chart, page 14).

Nomination at Primary

A Primary Election is an election to nominate candidates to office. It allows voters to name candidates for office directly with all the safeguards of a regular election. In order to hold a primary a political party must have cast at least 2% of the total vote at the last general election in state, county, city, or village. The candidates for nomination must have filed a proper primary petition to have their names placed on the ballot.

The citizen who wishes to vote at the primary must have all the qualifications necessary to vote at the regular election. In addition he must declare his party, that is, ask for the primary ballot of a certain political party. To be permitted to vote that ballot, he must not have signed the nominatory petition of a candidate of any party with which he does not affiliate. Furthermore he must not have voted in the primary of any other party within two years preceding the primary election.

A party choice at the primary does not in any way limit the voter at the regular election.

Presidential electors, United States Senators and Congressmen, state, county and municipal officials with few exceptions are nominated by the primary method in Illinois.

ELECTIONS

The Ballot.

In Illinois, all voting for officers is done on a ballot containing the names of all candidates. Only official ballots are valid. These are printed at government expense on white paper with the party columns and circles.

If the voter wishes to vote a straight party ticket, that is, let us say, for all the Republican candidates, he places a cross in a circle in front of the Republican party column thus ☒ Republican.

But if he wishes to scratch or split his ticket, that is, vote for some candidates under the Republican column, others under the Democratic and so on, he leaves the circle untouched at the top of the column and places the crosses in the squares in front of the candidates of his choice, thus ☐. Care should be taken to make the cross plain and legible and not to extend it beyond the square. Another method for the voter to cast a split ticket is to put his cross in the circle of the party of which he wishes to vote for the most candidates and to indicate his choice of certain candidates in the other parties by placing crosses in the squares in front of their names. He must then clearly indicate, however, for which candidates in the party ticket which he is voting they are to be substituted. This is more complicated and unless the voter is sure that he is marking correctly it would be better for him to place a cross in the square in front of each name.

TECHNIQUE OF VOTING

If a person wishes to write in a name of his own choice on the ballot his vote will be counted for that person if he places a cross in a square in front of the name.

Any registered elector who is to be absent from the county on election day, may apply to the county clerk or board of election commissioners for an official ballot to be voted for at the election, not less than ten nor more than thirty days preceding the election. The voter subscribes to the affidavit provided for by law and marks his ballot in the presence of an officer authorized to administer oaths. The officers endorse the certificate on the envelope and the ballot in the sealed envelope is returned in time to be sent to the proper polling place before the closing of the polls on election day.

**Absentee
Voting.**

In addition to the ballot for candidates there is a proposition ballot on which certain proposals either for bond issues or other questions are submitted for the approval or rejection of the people. These are submitted on a separate ballot, called "The Little Ballot."

**The Little
Ballot.**

There are also certain propositions known as public policy questions which are sometimes submitted to the voters for an expression of their opinion. Not more than three such questions may be submitted at one time. The vote on these is not mandatory but only serves to indicate to the legislature what the people desire. The legislature is not legally bound to carry out the opinion of the voters thus expressed and has frequently been known to ignore them altogether.

When the legislature passes special acts which relate only to the City of Chicago it must refer them to the voters of the city for ratification. It thus sometimes comes about that the term "Little Ballot" is a misnomer, for at certain elections it has attained the length of six feet, a great long sheet containing proposals for many bond issues, for changes in the city government and for three public policy acts.

"Any person desiring to vote shall give his name and, if required to do so, his residence to the judges of election, one of whom shall thereupon announce the same in a loud and distinct tone of voice, clear and audible; and if such name is found on the register of voters by the officer having charge thereof, he shall likewise repeat said name, and the voter shall be allowed to enter the space enclosed by the guard rail. One of the judges shall give the voter one, and only one ballot, on the back of which such judge shall indorse his initials in such manner that they may be seen when the ballot is properly folded, and the voter's name shall be immediately checked on the register list."

**Folding of
Ballot.**

**Judge's
Initials.**

The voter enters the booth, marks his ballot, folds it and places it in the ballot box.

At every election each of the political parties has the right to designate and keep a challenger at each place of registration, revision of registration and voting, who shall be assigned to such position, immediately adjoining the judges of election, inside the polling or registration place, as will enable him to see each person as he offers to register or vote, and who shall be protected in the discharge of his duty by the judges of election and the officers of the law. The challenger has the right and privilege of remaining during the canvass of the votes, and until the returns are duly signed

**Challenger
for Each
Party.**

and made. Each political party shall also have the right to a challenger, placed conveniently outside of the polling place, but not in the way of the voters.

**Watchers in
Addition to
Challenger.**

In addition to such challenger, each of the political parties casting votes at such poll, at the close of the polls shall have the right to the admission of two persons of their political faith into the room where such ballots are to be canvassed to watch such canvass, which watchers may be selected by the captain of the ward or precinct or other persons managing the political interests for such party in such ward or precinct. It shall also be the duty of such judges of election to admit one or more officers of the law to be present in such room at the time of such canvass.

**Non-partisan
Election of
Aldermen.**

A recent act of the legislature endorsed by the voters provides that the aldermen of Chicago shall be nominated by independent petition instead of by party primary. One election is then held in the ward. If one candidate gets a clear majority over all those who have filed, he is declared elected. But if no candidate gets such a majority at the election, the two highest are declared nominated and a supplementary election is held in April to choose between them.

**Cumulative
Voting.**

The election of State Representatives is accomplished by a system of voting called cumulative voting or minority representation. Each voter thus has three votes for representatives and may cast all three for any one man, or give one vote to each of the three men, or distribute equal parts of his votes among the candidates. The candidates highest in votes are declared elected.

NOMINATION AND ELECTION OF PRESIDENT AND VICE-PRESIDENT

**Election of
Delegates.**

Candidates for the offices of president and vice-president of the United States are nominated at the National Conventions of the various political parties, held in the spring or summer before election. Delegates and alternates to these National Conventions from congressional districts, are elected by the voters, in Illinois, "on the second Tuesday in April in every year in which a president of the United States is to be elected." Their names appear upon the ballots by reason of nominating petitions filed with the Secretary of State, a specified number of days before election.

**Delegates-
at-large.**

Delegates-at-large and alternate delegates-at-large to the National Conventions are elected by the voters of the State.

**Number of
Delegates.**

The number of delegates which make up the National Conventions of the several parties is regulated by the conventions themselves, subject to the various state laws governing political parties.

**The Series
of Party
Conventions.**

These large conventions are, however, the climax of an involved series of smaller nominating conventions, which begin, in Illinois, with the County Convention the last of April, and proceed through the Congressional and State Conventions to the National Convention (see page 7).

The County Convention selects delegates to State and Congressional Conventions. The Congressional Convention recommends to the State Convention nominations for presidential electors. The State Convention nominates candidates for electors of the

President and Vice-President, and adopts a party platform. In the words of John Fiske, "By the representative system through various grades of convention, the wishes and character of these countless little primaries are at length expressed in the wishes and character of the national party convention, and candidates for the presidency and vice-presidency are nominated."

Some states "instruct" their delegates or require their delegates to pledge themselves to vote at the National Convention for particular candidates for president or vice-president. Illinois leaves the prospective delegate free, but requires him to state, with his nominating petition, either his preference or the fact that he has none.* Whether or not pledging takes place, depends largely upon the strategic position of the party at the time of election.

Pledging of Delegates.

Illinois like many other states, provides for a preferential primary the second Tuesday in April of presidential year, upon candidates for President of the United States. Such candidates for President may have their names printed upon the primary ballot of their political parties by filing petitions with the Secretary of State forty days prior to the primary date. The vote of this primary is in no respect binding, as to nomination. In the words of the law it "shall be for the sole purpose of securing an expression of the sentiment and will of the party voters with respect to candidates for nomination for said office (President of the United States); and the vote of the state at large shall be taken and considered as advisory to the delegates and alternates-at-large to the National Conventions of the respective political parties.*

Presidential Primary.

This Primary Vote, Preferential only.

The step-by-step process in the nomination of a president and vice-president by party machinery, may perhaps be more graphically set forth in the chart, page 14:

The actual function of decisive balloting upon the candidates for President and Vice-President of the United States lies in the body known as the electoral college, made up of the presidential electors chosen in each state the first Tuesday after the first Monday in November.

President Election of and Vice-President.

The U. S. Constitution provides that each state shall "appoint in such manner as the State Legislature may direct" a number of electors equal to the State's combined quota of U. S. Senators and U. S. Representatives. Illinois has two U. S. Senators, 27 U. S. Representatives and therefore 29 Presidential Electors.

Presidential Electors.

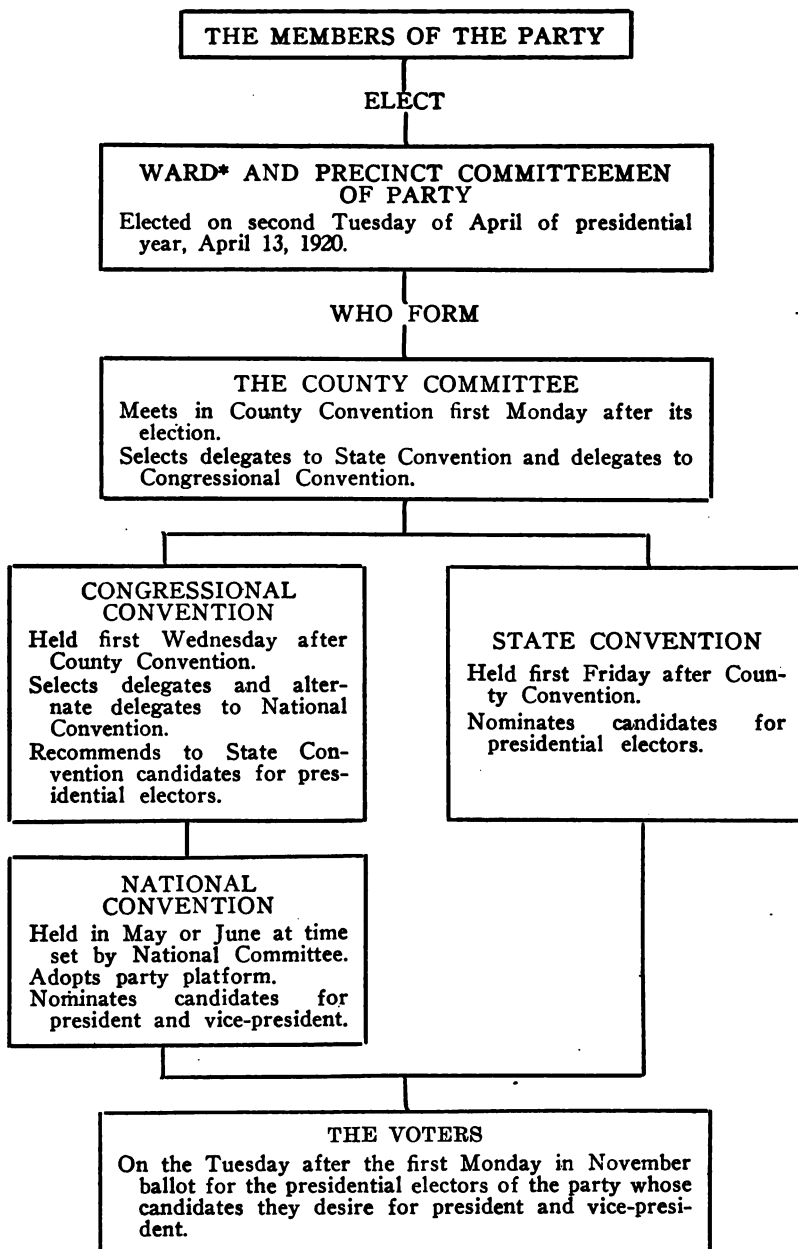
The service of electors is little more than a mechanical process and it is clearly impossible for the voter to split his ticket in choosing these candidates—that is, if it was his desire to elect, let us say, Mr. Cox, he would not wish to vote for only a few electors for him and others to elect Mr. Harding.

On the second Monday in January following election, the electors chosen in each state to go to the state Capitol and ballot for the candidates whom their respective parties nominated at the National Conventions months before. Nothing in the constitution binds them to vote for the prescribed candidates, but they usually do. They then list, attest, seal and send the ballots to Washington, directed

Duties.

*Illinois Session Laws, 1919, p. 491.

NOMINATION OF PARTY CANDIDATES FOR PRESIDENT AND VICE-PRESIDENT AND PRESIDENTIAL ELECTORS IN ILLINOIS.



*Chicago does not elect precinct committeemen.

to the President of the Senate. Presidential Electors receive mileage only.

In February the ballots of the presidential electors are opened in the presence of both Houses of Congress. The President of the Senate supervises the counting of ballots. A majority vote of the total number of electors appointed constitutes election.

Counting of
Ballots.

In case of a tie, or no clear majority, for President of the United States, the House of Representatives ballots, one vote to the State, on the three highest candidates. If there is no majority for Vice-President, the Senate ballots, one vote per member, upon the two highest candidates. In either case, a majority vote is necessary for election.

Procedure in
Case of no
Majority.

INFORMATION FOR THE CITIZEN

The choosing of qualified public officials is the citizen's first business. The second, and a step of perhaps even greater importance, is the exacting of honest, efficient and far-seeing administration in office.* "The early simple faith that there were intrinsic merits in democratic government which could be depended upon by their own inherent force to provide a satisfactory formulation and execution of the popular will" is gone. Administration must be watched, the work of officials scanned, and changes made from time to time in their personnel and in the duties expected of them. There are more actual windows through which administration may be viewed than the casual observer may at first suppose.

The most obvious means of following the work of public servants is the daily press. The intelligent citizen reads his newspaper.

The Press.

Familiar magazines of public opinion give considerable detail on governmental events, especially in the field of national government.

Periodicals.

Numerous publications of the federal, state, and county governmental branches themselves put out in the course of execution of duties hold stores of information and are an index of activities. A monthly catalogue of United States public documents, classified by departments, is issued by the superintendent of documents. Among these publications, of more popular character than regular reports or bulletins, are certain little periodicals such as "School Life," published twice a month by the bureau of education of the Department of the Interior, the "Reclamation Record" from the same department, the "Daily Consular and Trade Reports," issued by the Bureau of Foreign and Domestic Commerce of the Department of Commerce and the Monthly Labor Review published by the Department of Labor.

Public
Documents.

The Congressional Record is a picture of the action of Congress.

The Weekly Compendium, issued from the House of Representatives document room, gives congressional happenings at a glance. The Monthly Compendium, from the same source, gives the nature and status of legislation acted upon by specific Congresses.

The Congressional Directory, available from the government

*"Organized Efforts for the Improvement of Methods of Administration in the United States."—Weber.

printing office, contains personal sketches of the qualifications and records of the members of Congress; its organization by committees; short biographies of federal judges, of the executives, their official duties, as well as much other up-to-date information regarding the Capitol.

**Civic
Organiza-**

Bodies organized for governmental investigational purposes, issue analytical reports of great practical value. "They conduct scientific investigations into the theory and practice of governmental administration including inquiries into the form of organization and the manner of operation of federal, state, and local governmental bodies and offices in the United States of America." Bureaus of governmental research, civic organizations, municipal and legislative voters' leagues and other civic organizations publish reports from time to time of great value.

**State Pub-
lications.**

The Illinois Blue Book, edited by the secretary of state, gives much information regarding state departments, state officials and election returns. The report of the directors under the civil administrative code gives much regarding the executive branch of state government with suggestions as to the need of further legislation to facilitate and augment the work of the various departments.

The Illinois Legislative Reference Bureau is a splendid source of information and publishes bulletins from time to time which can be had upon request.

**County
Publications.**

Valuable information regarding the needs of the county, its development and activities, is well set forth in the annual message of the president, published in the Journal of the Proceedings of the Board of County Commissioners of Cook County.

The Charity Service Reports are both instructive and interesting.

**City Publi-
cations.**

Most executive departments are required to publish annual reports. While often these are perfunctory and more or less delayed, they are valuable and may be secured free of charge.

In Chicago there is maintained, in connection with the mayor's office, a bureau of statistics and municipal reference library, which serves as a clearing house of information about Chicago and its departments and about other cities of this country and Europe, for the use of the city council and the departments of city government. This is open to the public.

**Personal
Acquaintance.
Meetings.**

Personal acquaintance with officials, attendance at meetings and deliberations of Congress and state and county bodies, stimulates the citizen's familiarity with his government. When he has learned its organization, how it functions, and the problems it faces, he is in a position to make his influence felt in public affairs.

ILLINOIS VOTERS HANDBOOK

Chapter II

CITIZENSHIP

Membership in a state carrying with it the obligation of allegiance and the right to protection is the basis of citizenship. Until defined in the Fourteenth Amendment of the Constitution there was much discussion in the United States as to State versus National Citizenship. That amendment makes "all persons born or naturalized in the United States and subject to the jurisdiction thereof, citizens of the United States and of the state wherein they reside."

**Definition of
Citizenship.**

There have been two theories as to what constitutes a native or natural born citizen. The Common Law of England recognized as the test, birth within the realm (*jus soli*); the theory of the Roman law was that the citizenship of the father, not the place of birth, determined the citizenship of the child, (*jus sanguinis*).

**Citizens
by Birth.**

The Fourteenth Amendment follows the Common Law theory. Children of parents, who, like the Chinese or the Japanese, are not themselves eligible to naturalization under our law are, if born in the United States, citizens both of the nation and of the state in which they reside. Indians, who are wards of the state and may become citizens only with the consent of Congress, children of alien enemies in hostile occupation of the country and children of diplomatic representatives although born in the United States are not regarded as born "subject to its jurisdiction" and are therefore not citizens.

Naturalization laws provide a way by which an alien may acquire citizenship status. Naturalization is always with the consent of the individual concerned and of the State of which he becomes a citizen but not necessarily of the State allegiance to which he renounces.

**Citizens by
Naturali-
zation.**

The United States has throughout its history championed the theory that the right of expatriation is inherent and natural as distinguished from the theory of most of the nations of Europe that nationality is a status imposed independently of the will of the person and no one has an inherent right to cast off this status and assume another. The conflict involved in these two views has come to the surface both in times of peace and of war. It has usually arisen when the allegiance of a naturalized American has been claimed by the country of his birth and military service required of him. The United States has held that the naturalized citizen should be entitled to the same protection of his person and property as the natural born citizen and that the country of birth had no claim on a naturalized citizen for what was merely a future liability to military service at the time of his leaving the country.

**American
Theory as to
Expatriation.**

*Prepared by Grace Abbott, executive secretary Illinois Immigrants Commission.

Law of
1868.

The American Doctrine was enacted into law in 1868. At that time Congress declared that the right of expatriation was inherent and natural and that "all naturalized citizens of the United States shall be entitled and shall receive from this government the same protection of persons and property that is accorded to the native born citizens in like situations and circumstances." If the President should find that a citizen is unjustly deprived of his liberty by any foreign government, he is directed to inquire into the cause and if wrongful, demand his release and use means to effect it short of an act of war.

The American theory was generally not respected during the early history of the country, but it has steadily gained in international recognition. Great Britain, by the Convention Relative to Naturalization, signed in London, in 1870, finally gave up the position which it had steadily maintained, and Germany in the treaty of 1868, agreed to accept it in their treatment of American citizens at least. France has observed it in practice. Naturalization Conventions have also been entered into with Belgium, Holland, Norway and Sweden.

During the recent Balkan wars as well as during the first years of the Great European War there was much discussion among naturalized citizens from Greece, Bulgaria, and Italy especially as to how their responding to the call to return to the country of their birth for military service would be viewed by the United States or whether if they refused to respond the United States would protect them against punishment should they return at a later date to the land of their birth for a visit to relatives or friends.

Regulation
of Naturali-
zation in
the United
States.

One of the grievances of which the colonists complained in the Declaration of Independence was that the King "has endeavored to prevent the population of these States, for that purpose obstructing the Laws for the Naturalization of the Foreigners."

Regulation of naturalization was one of those precious rights which the people of that time hesitated to trust to the central government and the power of conferring citizenship upon aliens was left under the Articles of Confederation with the states. The Constitution specifically gives it to Congress and the power so granted was exercised at what was almost the first possible moment in 1790. This initial act provided that the petitioner for naturalization must have resided in the United States two years, be of good moral character and take an oath to support the constitution. The period of residence was increased in 1795 to five years, and in 1798 the influences which were responsible for the passage of the Alien and Sedition Act fixed the residence requirements for naturalization at fourteen years in the United States and five years in the state of application. This law was repealed in 1802 and the five-year period of residence restored. Amendments or additions to the law were made from time to time down to 1906 when important administrative changes were made.

The lack of uniformity of procedure in the different states of the Union, and the serious frauds practiced, led to the passage of the Act of 1906. By limiting jurisdiction over naturalization courts of record, and by providing for careful examination of all petitioners for naturalization by representatives of the U. S. Bureau of Naturaliza-

tion the law of 1906 has decreased fraud, has led to more uniformity in naturalization procedure, and generally added to the dignity of becoming a citizen of the United States. It has also made naturalization more difficult; the requirements are higher, and the expense greater. At present an alien may declare his intention of becoming a citizen at any time after he is eighteen years old. He is required to give facts concerning his age, birthplace, residence, etc., and also the details of his arrival. His petition for naturalization may be filed after two years have passed from the time of his declaration of intention, and after five years' continuous residence in this country; it must be signed in his own handwriting. In order to prove his residence he must produce two witnesses who have known him for a period of at least five years immediately preceding the date of his petition and who are willing to testify to his character. In addition he must himself declare that he is not an anarchist, must be able to speak the English language and give satisfactory evidence that he is qualified for citizenship.*

In 1875 Congress passed a law which provides that only free white persons, aliens of African nativity and persons of African descent may be naturalized.

Racial
Limitations.

The adoption of the Nineteenth Amendment has raised the question as to whether the present method of naturalizing married women is properly safeguarded, although voteless women have long been citizens. Because in most but not all states only citizens can vote and because in normal times the alien enjoys most of the privileges of the citizen we are apt to forget that Naturalization means anything more than giving the foreign born the right to vote. But there are other benefits. In some states there are still discriminations against aliens, their ownership of land is limited, they are excluded from certain businesses or professions and are not eligible for mothers' pensions, etc.

Naturali-
zation of
Married
Women.

Under the English Common Law marriage had no effect on the nationality of a woman, either to make an alien woman English, or an English woman alien. The common law was not friendly to the rights of women and so what seems at first to be a recognition of the independent existence of a married woman—not at all in accord with the Common Law theory of marriage—was in its effect a means of denying to the foreign-born wife dower right in her husband's property. The British Alien Act of 1844 did away with this injustice, and established the present rule for Great Britain.

The history of the citizenship status of the married women in the United States is not unlike that of England. An item appearing in Niles Register, March 30, 1844, has the following heading: "Alien Females—An alien wife should be naturalized"—and continues "it was decided by Judge Kent in the New York Circuit Court on Saturday, that a wife, born abroad, and not naturalized could not inherit property devised to her by a husband."

In 1855 an Act was passed by Congress providing that any woman who was or might therefore be married to a citizen of the United States and who might herself be lawfully naturalized, should

*See p. 23 for detailed statement as to procedure, location of courts, and Naturalization Examiner in Chicago.

**Citizenship
of Married
Women.**

be deemed a citizen. The Act of 1907 (sections 3 and 4) provides that any American woman who marries a foreigner shall take the nationality of her husband. At the termination of the marital relations she may resume her American citizenship, if abroad, by registering as an American citizen within one year with a Consul of the United States, or by returning to reside in the United States; if residing in the United States at the termination of the marital relation, by continuing to reside here. Any foreign woman who acquires American citizenship by marriage to an American is, under the Act of 1907, assumed to retain the same after the termination of the marital relation if she continues to reside in the United States, unless she makes formal renunciation thereof before a court having jurisdiction to naturalize aliens; if she resides abroad she may retain her citizenship by registering as such before a United States Consul within one year after the termination of such marital relation.

There are objections that occur at once to having the citizenship of the husband determine the citizenship of the wife. These have led to a demand on the part of many women for independent citizenship for married women.

In general the wife desires the same citizenship as her husband, so that to require that an entirely separate declaration and petition should be filed by the husband and the wife would not be the least burdensome way out of the difficulty. It should be remembered that the cost of the naturalization is no small item for many immigrants who desire to become citizens. Payment by the applicant for witnesses' loss of time often adds from ten to twenty dollars to the cost of naturalization. It is especially important that naturalization should not be out of the reach of the smaller wage earners and their families.

A law providing that an American woman who marries an alien or alien woman who marries an American may if she desires retain her own citizenship instead of taking that of her husband by registering such desire with the appropriate authority and permitting the wife to initiate naturalization proceedings for herself and her children, would give an independent choice of citizenship. At least for the present it seems important to recognize the greater difficulty immigrant women encounter in learning English. The husband usually comes in contact with English speaking people in connection with his work, and he can much more easily arrange to attend English classes than she.

The objection of the husband to the money cost and to her preparing for naturalization may be insuperable barriers for many wives. It is safe to say that if independent naturalization of the wife is required a very large per cent of immigrant mothers whose husbands become citizens will remain alien. On first thought the reply to this is that this after all constitutes a simple solution of the difficulty—an ignorant and indifferent voter would be eliminated until she cared sufficiently about it to move in her own behalf. But it is not so simply settled. In addition to the effect on her position in the family, her property rights, her status in the event of war, etc., there is the question as to whether her elimination from the problem will not mean that no effort will be made to give her an opportunity to prepare for citizenship.

Naturalization has not always been by general law applicable to individuals. Some individuals have been naturalized by special Act of Congress. Large groups have been naturalized by Congressional enactment from time to time. This has been most frequently in the enabling acts of States declaring all those who were voters in the States to be citizens. The Joint Resolution annexing Texas made American citizens of all the citizens of the Republic of Texas, the people of Hawaii were given citizenship in the Act of 1900, and the Porto Ricans were made citizens in 1917. Treaties of purchase made citizens of many—in the case of Florida, Alaska, and the Gadsden purchase, for example.

Naturalization by Congressional Enactment or Treaties.

With the beginning of the Great War much emphasis was laid on the number of unnaturalized aliens in the United States. Attention was called repeatedly to the fact that the Census of 1910 showed 6,646,817 foreign-born men 21 years of age and over; and that of this number 2,266,535 were reported to be aliens; 570,772 had declared their intention to become citizens, while 3,034,117—less than half—were naturalized.

Numbers Naturalized in the United States.

An effort was made by private and public agencies to stimulate naturalization during the war, and the war, quite apart from such propaganda, hastened decisions as to where men desired to acknowledge their final loyalty. In 1914 there was an increase over 1913 of 18% in the number of declarants and of 29% in the number who were granted certificates of naturalization. The largest number in the history of the country declared their intention of becoming citizens in 1917, the year when we entered the war and when a declaration of such intention made them subject to the Selective Service Act. The peak in the number of certificates granted came in 1918.

The Act of May 9, 1918, authorized filing petition for naturalization and an immediate hearing for any alien in the military or naval branches of the government. There were at that time 123,277 soldiers who were not naturalized. Of that number 76,545 had not taken out their first papers. The report of the Commissioner of Naturalization shows that 63,993 of these alien soldiers became citizens between the date of the passage of the Act (May 8) and June 30, 1918. This doubtless accounts for the greatly increased numbers naturalized that year.

Preparation for Citizenship.

Each year a considerable number who petition for naturalization are denied citizenship. During the year 1918, for example, 156,449 certificates of naturalization were granted and certificates were refused 11,927 who applied.

The principal causes given were :*

Want of prosecution.....	3,800
Incompetent witnesses	2,319
Ignorance	1,234
Declaration invalid	2,303
Immoral character	486
Insufficient residence	349
No certificate of arrival.....	120
Unable to produce witnesses or deposi- tions	153
All other causes.....	1,418
	<hr/> 12,182

Ignorance, while given as the cause of failure on the part of only 1,234, is in fact a most frequent reason for "want of prosecution" and for failure on the part of many to apply for citizenship. Knowing that he is unprepared for the examination, a man does not present himself for it. In some cities the interest in citizenship which developed during the war expressed itself in providing additional facilities for preparing for naturalization. Still only a beginning has been made. The United States Bureau of Naturalization is continuing its efforts to stimulate local committees to provide the necessary opportunities for training and is itself doing much to increase attendance at classes formed by the Public Schools. The women's clubs of the state are endeavoring to secure special classes for married women and to assist in stimulating attendance at such classes.

The proposal that, following the precedent of federal aid for vocational education, federal grants should be made the states to assist in the education of the immigrant who is above the age of compulsory school attendance has been much discussed both in and out of Congress. Special state appropriations for promoting the education of the adult immigrant are made in a number of states, for example California, Massachusetts and New York. The Illinois Immigrants Commission created by the Legislature of 1919 is directed to investigate the educational needs of the foreign born in the state.

*Annual Report of the Commissioner of Naturalization, 1918. Table 2.

REFERENCES.

- Constitution of the United States, Art. I, Sec. 8 and Amendment 14.
 Naturalization Laws and Regulations; Annual Report of the Commissioner of Naturalization. (Furnished on application to the U. S. Bureau of Naturalization, Washington, D. C.)
 Statutory History of Naturalization in the United States.
 (Senate Document No. 63. Message of the President Transmitting a Report and Recommendations from the Secretary of State on the subject of the Naturalization of Aliens in the United States.)
 Franklin, F. G.—Naturalization.
 Piggott, Francis Taylor—Nationality and Naturalization.

STEPS IN NATURALIZATION.

CHICAGO COURTS AND OFFICE OF CHIEF EXAMINER.

First Papers—Officially called Declaration of Intention.

May be secured at any time after residence shall have been established in the United States by a man or an unmarried woman who is 18 years of age or over, from one of the three Courts officers listed below: **Declaration of Intention.**

Clerk of the Circuit Court, Room 412, County Building, Clark and Randolph Streets.

Clerk of the Superior Court, Room No. 437, County Building, Clark and Randolph Streets.

Clerk of the U. S. District Court, Room No. 600, Federal Building, Adams and Clark Streets.

Fee, \$1.00.

Second Papers—Officially called Petition for Naturalization.

An applicant for second papers, called a "petitioner" must be 21 years of age, have resided in the United States continuously for five years, and in the State one year next preceding the application; two years must have elapsed since he secured his first papers. **Petition for Naturalization.**

For persons who arrived after June 29, 1906, the following procedure is necessary:

1. Fill out and mail to the Commissioner of Naturalization, Washington, D. C., the blank called "Request for Certificate of Arrival" and "Facts for Petition for Naturalization." These blanks may be obtained from the Clerks of the Courts above mentioned, or the Chief Naturalization Examiner, Room 776, Federal Building. After the Certificate of Arrival has been received the applicant will be notified to appear in the office of the Chief Naturalization Examiner. He must take with him two witnesses and his first papers.

2. *Witnesses:* The witnesses must be citizens of the United States and must have known the petitioner continuously for five years, and be able to testify to his residence and character from personal knowledge during that period. A witness not born in the United States must take with him his Naturalization Papers; if a married woman, she must take her husband's Papers.

3. *Residence:* If the petitioner has not been a resident of the State for the five years immediately preceding his application, depositions of persons who have known him may be taken in other States. The last year's residence must have been in the State in which the application is made.

4. *Education:* Petitioner will be questioned with reference to the government of the United States, the State and city. His ability to speak English will also be tested, and he must be able to write his name.

5. The petition must be filed with the clerk of one of the above named Courts.

6. After filing his petition in the office of the Clerk of the Court the petitioner will be given a card showing the number of his petition and the date of hearing.

For persons who arrived previous to 1906.

**Arrivals
before 1906.**

Procedure is the same except that papers do not go to Washington. The petitioner should fill out the blank "Facts for Petition for Naturalization" and take it to Federal Building, Room 776, with his witnesses.

Classes in English and Citizenship.

Classes.

The Public Schools of Chicago provide (1) an adult school at which English may be learned and an elementary education secured; (2) day classes two hours a week in schools, factories, and other places where a group desires instruction; (3) evening classes four evenings a week at a number of schools and parks or other places convenient for the students.

Information as to these classes can be secured at the offices of the Board of Education, 646 S. Clark St. or from any public school.

The State Immigrants Commission, Room 903, 538 South Dearborn St., will assist in explaining to non-English speaking immigrants especially the above facts.

ILLINOIS VOTERS HANDBOOK

Chapter III

CITY AND VILLAGE GOVERNMENT

City government affects very directly the life of every individual within the city. The health and safety, the daily necessities, comforts and pleasures of every city or town resident are, in large degree, both regulated and protected by the proper administration of that government. On the other hand, it is in matters of local government that the citizen's opinion and vote has the most direct influence.

The City and the Individual.

Therefore the framework of municipal government, its functions and machinery, are matters of real importance to the citizen. Particularly, the powers and duties of municipal officials, their qualifications for service, and the way by which they reach their positions should be understood by voters because honest and competent officials come into office only when the people insist on having such.

The territorial unit of government with which the city or town dweller comes in closest contact is the ward through which public opinion is most easily educated and most readily brought to bear on the city's public servants.

Wards.

The American city is a municipal corporation, created by the state, deriving all its powers from the state and subject to the control of the state legislature, within constitutional limitations.

The City and the State.

The grant of powers from the state to the municipal corporation is known as the charter and is the organic law of the municipality. Municipal charters are obtained in one of three ways—according to the provisions of state constitutions and laws. The first method is the Special Charter system, prevalent in earlier years and still used in some states, whereby the charter for each individual community is enacted by special statute. Under the second or General Charter method, the state legislature enacts a general statute applicable either to all the cities of the state or to all the cities of a class—the municipalities of a state being classified into several groups on some basis, such as population. This is the method in operation in Illinois.

Charters.

The third method, now widely advocated, is known as Home Rule for cities. It is based on the idea that cities themselves are the best judges of their local needs and that broad general powers consistent with the state constitution and laws should be granted them, under which they can act independently and quickly to meet their own needs without the interference of the state legislature.

Municipal Home Rule.

Under home rule powers, the municipality elects by popular vote, usually, a citizen body which frames a plan of government best adapted to the needs of that community. This charter is submitted

Adoption of Home Rule Charters.

to popular vote. If accepted, in some states it goes into effect at once; in others it requires the approval of the legislature and in a few it goes to the governor who has certain veto powers. Amendments to such charters may be proposed by the city council or by popular petition and may be submitted to popular ratification.

"The defects and evils arising from the special and general charter grants are summarized as follows:

(a) The waste of legislative time and demoralizing effect on the work of the legislature;

(b) Lack of adequate power on the part of local communities to deal promptly and effectively with local problems;

(c) The lack of responsibility for acting on local problems; and

(d) The voluminous and confused state of the laws.

In favor of municipal home rule it is urged that it will:

(a) Give each community an opportunity to have the kind of local government that it wants

(b) Develop public interest in local affairs;

(c) Enable local communities to deal with local problems more promptly;

(d) Make local government better adapted to local conditions and more stable for each community;

(e) Simplify the laws and machinery of local government; and

(f) Relieve the legislature."*

FORMS OF MUNICIPAL GOVERNMENT.

Municipal government in the United States at the present time is for the most part of three general types: Namely, the Mayor-Council, or Federal form, the Commission form and the City-Manager or Commission-Manager form.

In the Mayor-Council, or Federal plan, which developed first and prevailed universally in this country for 75 years, the principle of divided powers with checks and balances is carried over from the national and state governments into city government. Most cities and towns of Illinois, including Chicago, are at present governed on the Mayor-Council plan.

The tendency in local government to multiply independent governmental agencies with overlapping authority and a multiplicity of elective officials led to a movement for simplification which resulted first in the Commission plan of government, under which the autonomous mayor, council and other independent departments are abolished and all the powers of government, both legislative and administrative, usually excepting the administration of the schools, are vested in a small commission of from five to seven members, popu-

*Legislative Reference Bureau of Illinois—"Municipal Home Rule, Bulletin No. 6 prepared for Constitutional Convention of Illinois, 1920, p. 381.

larly elected, each commissioner being a department head. The presiding officer of the commission is known as the Mayor but he does not have veto or exclusive appointive powers. Ordinances are passed by a majority vote of the commissioners and are sometimes subject to a popular referendum. Appointments are made by the commission.

Illinois has an optional law providing for the commission form of government in cities of less than 200,000 population.

While considered by many an improvement over the Mayor-Council plan, the Commission plan has some practical defects which a further development, known as the City-Manager or Commission-Manager plan, is designed to remedy. This system is defined as a "single elective board (known as commission or council), representative, supervisory, and legislative in function, the members giving only part time to municipal work and receiving nominal salaries or none. The second feature is an appointive chief executive (city manager) hired by the board from anywhere in the country and holding office at the pleasure of the board." The manager appoints and controls the remaining city employees, subject to adequate civil service provision. Non-partisan elections and the initiative, referendum and recall are usually put into operation along with the above fundamental features.

**Commission-
Manager
Plan.**

The advocates of this plan believe that its fundamental merits are: the unification of powers in contrast with the old and undesirable separation of powers; the short ballot which makes it easy for every citizen to vote intelligently; and a single-headed administrative establishment, permitting expertness and comparative permanence in administration, fixing absolute responsibility for every administrative act and ensuring team-work among all departments.

**Merits of
Plan.**

The framework of a city's government is one of several essentials in good municipal government. It is not possible, of course, for any one plan to fit the needs of every community. A charter, modeled on any one of these plans, if simple and effective, steadily backed by intelligent public opinion and administered by an efficient and disinterested corps of officials, would in all probability provide a satisfactory management of local affairs in any community.

MUNICIPAL GOVERNMENT IN ILLINOIS.

In general, cities and villages in Illinois are incorporated and governed under provisions of a law passed in 1872 with its later amendments. Before that time it was the custom to grant a special charter to each municipality. The state constitution of 1870 forbade such special legislation and thereafter the legislature enacted a general law authorizing the incorporation, under its provisions, of all cities and villages which might adopt the act.

CITY GOVERNMENT OUTSIDE OF CHICAGO.

- Cities.** Any incorporated town or village having a population of not less than 1,000, or any area of contiguous territory in the state not exceeding four square miles, in which not less than 1,000 people are residing, may become incorporated as a city.
- Elective Officials.** Elective officials of cities governed by this act, as amended in 1919, are mayor, aldermen, city clerk and city treasurer, each to hold office for two years.
- Qualifications.** To be eligible to these offices a person must be a qualified elector of the city, residing therein at least one year next preceding his election. No such official may be interested, as an individual, in any contract or business transaction of the city in which money is paid out of the city treasury, nor shall he hold any other office under the city government during his term of office.
- Salaries.** The compensation of all city officials is fixed by the city council in the annual appropriation bill. Salaries of elective officials may not be changed during their term of office.
- Elections.** These officials are nominated at a primary election held on the second Tuesday of March and elected at a general election for city officials held on the third Tuesday of April, except that in cities including wholly within their limits a town or towns, such primary is held on the last Tuesday of February and the election on the first Tuesday of April.
- Mayor.** The executive function of government is vested in certain administrative officials of whom the mayor is the chief.
- Duties.** His duty it is to see that all laws and ordinances are faithfully executed; to preserve peace and order; and to preside at meetings of the city council, though he may vote only in case of a tie. He may approve or veto ordinances passed by the city council. His chief power is that of appointing, by and with the consent of the council, all other executive officers, not elected nor appointed under civil service.
- City Clerk.** The clerk keeps the corporate seal and all documents of the city. He attends council meeting and keeps a record of its proceedings.
- City Treasurer.** The city treasurer receives all moneys belonging to the corporation, deposits the funds and keeps books and accounts of the same as prescribed by ordinance.
- City Council Powers.** The legislative function of government is represented by the city council, composed of the mayor and aldermen. The chief powers of this body are, to levy taxes, appropriate money and control all the finances and property of the corporation; to divide the city into wards; to lay out and regulate streets and other public places and prescribe their uses; to regulate the police of the city and pass all necessary police ordinances; to make all necessary regulations for the promotion of health and the prevention of disease and to pass all ordinances, etc., necessary to carry into effect the powers granted to cities, with appropriate penalties.

In addition to the qualifications stipulated for other officers, aldermen must reside within the ward for which they are elected. **Qualifications.**

The number of aldermen elected ranges from six for cities not exceeding 3,000 in population to 14 for cities not exceeding 30,000 and two additional aldermen for every 20,000 above that number, but 70 is the largest number allowed any city. **Number.**

The city council divides the city into wards of compact and contiguous territory, and of approximately equal population and one alderman is elected annually from each ward, of which there are one-half as many as the number of aldermen to which the city is entitled, but the number of wards may not exceed 35. **Election.**

Provision is made for minority representation in the city council, whenever the city votes to adopt that method, by employing the cumulative method of voting whereby each voter casts as many votes as there are aldermen to be elected in his district, or he may distribute the same or equal parts thereof among the candidates as he shall see fit. This method enables a minority to get and hold a representation in the city council and wield considerable power. It is, however, little used in the state at present. **Minority Representation.**

The judicial function of government is vested in police magistrates or city courts. These do not, however, replace the justices of the peace commissioned by the governor.

All cities, incorporated towns and villages are authorized to elect one police magistrate at any regular election for city officials and every four years thereafter. **Police Magistrate.**

A city court, consisting of one or more judges, not exceeding five nor exceeding one for every 50,000 inhabitants, may be established in any city containing at least 3,000 inhabitants, on approval of voters. Such court has the same jurisdiction as a circuit court. (See Chapter V, State Government, page 82.) **City Courts.**

Judges of a city court must be licensed attorneys. Their term of office is four years and their salaries are fixed by law, on the basis of population, from \$500 to \$4,000 a year. There is also a clerk for each court, holding office for four years. Judges and clerks of city courts are elected in the same manner as city officials. **Judges. Clerk.**

City councils of cities may, by ordinance, provide for the election by voters of the city, or appointment by the mayor, subject to the approval of the city council, of a city collector, city marshal, superintendent of streets, corporation counsel, city comptroller, city attorney and such other officers as are deemed necessary. All officers of the city, therefore, except as otherwise provided for, are appointed by the mayor, by and with the advice and consent of the city council. The city council may also prescribe the duties and define the powers of such officers together with the term of office, which shall not exceed two years, and they may likewise discontinue any office so created and devolve the duties upon another officer. **Appointive Officials.**

VILLAGE GOVERNMENT.

Villages. Any town, incorporated under general law or by special act, and any area not exceeding two square miles and having not less than 300 inhabitants, may become organized as a village by accepting the provisions of the Cities and Villages Act of 1872, on referendum vote. The form of village government is similar to that of a city, with simplifications.

Elective Officials. There is elected in each village a board of six trustees, corresponding to aldermen of cities. They hold office for two years, three of them being elected each year.

A law of 1919 provides that the board of trustees, in any village of more than 25,000 population, which adopts the provisions of the law shall, by ordinance, divide the village into six compact and contiguous districts of approximately equal population. Each district thereafter shall be represented by one trustee who shall have been an actual resident of such district for at least six months prior to his election.

President. The trustees choose one of their own number as president and the president and trustees perform the duties and exercise the powers conferred on the mayor and aldermen of cities.

In villages of more than 25,000 inhabitants, the president is elected by the voters at a regular village election, biennially, for a term of two years.

Police Magistrate. Other officials elected at the regular municipal election are a city clerk and a police magistrate, who has the same jurisdiction as a justice of the peace, and who holds office for four years.

Elections. The provisions of the city election act apply to elections in villages which have accepted the act.

Primaries are held on the second Tuesday in March and the elections on the third Tuesday in April.

Appointive Officials. The president and board of trustees together, may appoint a treasurer, one or more street commissioners, a village marshal and such other officers as may be deemed necessary, and may prescribe their duties and fees.

INCORPORATED TOWNS.

Illinois has also, in addition to cities and villages, a number of municipalities, known as incorporated towns, still operating under special grants made prior to the state constitution of 1870. Cicero, in Cook County, is a town of this type. Its government is similar to that of a village.

Elective Officials. A recent enactment provides that, at the regular election, held in 1920 for municipal officials, in every incorporated town having 25,000 or more inhabitants, and every four years thereafter, there shall be elected a president, clerk, assessor, collector and supervisor to hold office for terms of four years.

Townships of a county, sometimes called towns, are distinct from incorporated towns. They are described on page 54.

OTHER FORMS OF MUNICIPAL GOVERNMENT.

Cities and villages not exceeding 200,000 population may adopt by referendum vote, the commission form of government under the provisions of an act of 1910. **Commission Government.**

A mayor and four commissioners elected from the city at large for terms of four years, take the place of mayor and aldermen and all divisions into wards are discontinued. **Elective Officials.**

These five officials constitute the council, each having the right to vote on all questions. The council has all the executive and legislative powers and duties otherwise vested in the mayor, city council and all other executive, legislative and administrative officers. **Council.**

Such powers and duties are distributed among five departments: namely, Public Affairs; Accounts and Finances; Public Health and Safety; Streets and Public Improvements; and Public Property. The mayor is the head of the Department of Public Affairs and the council designates one commissioner to be head of each of the other departments. **Departments.**

Regular meetings of the council are held at least once each week. The mayor is president of the council and presides at its meetings but has no power to veto any measure. **Meetings.**

Primary and regular elections are held at the same time as in other cities. No party designation appears on either the primary or final ballots. The names of two candidates for mayor and eight candidates for commissioners receiving the highest vote at the primary are placed on the final ballot. In case of a tie, the judges of election determine by lot who is nominated or elected. **Non-partisan Elections.**

Commission governed cities are also authorized to elect one police magistrate for a term of four years. **Police Magistrate.**

The council may also elect such other officials as are needed, including a city clerk, corporation counsel, city attorney, city treasurer, library trustees, etc. The council has power to create, fill and discontinue offices; to remove officers and employees appointed by them and to prescribe their compensation. **Other Officials.**

Officers and employees, other than those appointed by the council, are appointed and discharged only in accordance with the act to regulate civil service in cities, when the city has adopted that act; otherwise they are appointed by the commissioner of each respective department. **Civil Service.**

The right of referendum, initiative and recall is provided by the act. Judicial officers and officers of the courts are exempt from recall and no person may be recalled until he has held office at least twelve months. **Referendum Initiative and Recall.**

No ordinance becomes effective until 30 days after passage and if a referendum is demanded on any measure, it must be submitted to a vote of the people. Ordinances granting franchises must be submitted for approval at a general or special election.

If measures are suggested by petition to the council, the council must consider them.

**Cities
Adopting.**

A number of cities and villages have adopted this plan of government, the largest ones being Bloomington, Cairo, Decatur, East St. Louis, Elgin, Jacksonville, Joliet, Lincoln, Moline, Rockford, Rock Island, and Springfield.

BOROUGH GOVERNMENT

A further variation for the government of municipalities in Illinois is that provided by a law passed in 1915 known as the Borough form of government which permits two or more contiguous incorporated cities, towns or villages in one county to incorporate into one city on petition and approval of the voters, each concurring municipality retaining its original name under the title of Borough. This law was provided to relieve peculiar situations in a few localities of the state.

SPECIAL DISTRICTS.**Districts.**

In addition to the various local authorities outlined herein, districts may be created for the purpose of levying taxes and carrying on various public activities such as schools, parks, libraries, drainage, etc. The area included in such districts does not necessarily coincide with the area of any incorporated city, town or village, and the amount of taxes they may levy varies greatly. Some of them are municipal corporations, levying taxes directly. Many of these districts overlap each other and form a confusing network of local areas and authorities. In many of them the officials are elected by the voters.

Parks.

Each park district has five elected commissioners, one elected each year for a term of five years. (For park districts of Chicago see p. 47.)

Schools.

Each school district of less than 1,000 inhabitants elects a board of three school directors; each district of from 1,000 to 100,000 inhabitants elects a board of education, consisting of a president and six members, and three additional members for each additional 10,000 inhabitants to a maximum of 15 members. In school districts of more than 100,000 inhabitants, a board of education of 11 members is appointed by the mayor, with approval of the council—as in Chicago. (See p. 42.) Each high school district elects a high school board of education of five to seven members. A non-high school district has a board of three elected members. Boards of school directors and boards of education are elected on the third Saturday of April.

Libraries.

City library boards consist of nine members, appointed by the mayor with the approval of the council and their taxes are levied by the city council. Village library boards have six members elected by popular vote. (For Board of Directors of the Chicago Public Library see p. 43.)

Drainage.

There are also a number of drainage districts organized under various drainage laws. In each district organized under the law of

1885, there are three commissioners, one elected each year for a term of three years. Drainage district elections are held in March.

Sanitary districts, organized under the sanitary district act of 1889, are described on p. 61. **Sanitary Districts.**

GOVERNMENT OF CHICAGO.

Chicago is an example and a victim of the earlier methods of granting municipal powers. Its first charters were special enactments of the state legislature. In 1875 Chicago adopted the general law for the incorporation of cities and villages, enacted in 1872. But peculiar problems caused by its rapid growth and size made necessary constant appeals to the legislature for modifications of the general law in its behalf. In 1904 an amendment to the state constitution authorized special legislation for Chicago, subject to a local referendum. **Legislative Grants.**

There has grown up however a patchwork of legislation for the city with many overlapping authorities and numerous independent administrative officials. No less than 25 governing agencies are now exercising more or less independent jurisdiction within the limits of the city. These include the county, forest preserve, sanitary district and city governments, three large park systems and fifteen small park districts, all of which are independent of each other. In addition there are three semi-independent bodies—the Board of Education, the Library Board and the Board of Trustees of the Municipal Tuberculosis Sanitarium. **Governing Agencies in Chicago.**

The city is hampered by its inability to adopt any broad, constructive policy in relation to the management of its affairs and there is for that reason a demand on the part of Chicago for municipal home rule.

Organization of the city government of Chicago is in itself quite simple. It is the Mayor-Council plan and is divided, like the Federal government, into three branches on the basis of the three general functions of government; a legislative branch composed of the City Council; an executive branch embracing all the administrative officers of whom the mayor is chief; and a judicial branch, the powers of which are vested in a single Municipal Court. **Organization of Chicago Government.**

Elections in Chicago, in general, are governed by the City Election Act of 1885, as amended from time to time. Elections for aldermen are governed by an act of 1919, adopted by the City of Chicago at an election held November 5, 1919. For regulations governing registration, primaries and elections in the city see p. 6. **Elections.**

The elective officers for the city government are the Mayor, 70 Aldermen, the City Clerk, the City Treasurer, the Chief Justice, 30 Associate Judges, the Clerk and the Bailiff of the Municipal Court, a total of 106 officials. No one voter votes for more than 38, or a

maximum of five at the city elections in the spring, and for from ten to thirteen municipal court officials at the November elections.*

ELECTIVE OFFICIALS—LEGISLATIVE

City Council.

The legislative branch of the government of the City of Chicago consists of the city council, composed of the mayor and aldermen. The Chicago City Council is one of the most powerful governing bodies of any city.

Duties and Powers.

Its chief duties and powers may be summarized as follows:

To control the finances and property of the corporation; to levy and collect taxes; to regulate licenses; to borrow money; to issue bonds.

To grant franchises and to license occupations.

To establish a board of health, prescribe its duties and make all regulations necessary for promotion of health or suppression of disease.

To regulate the police of the city, prescribe their duties and powers and pass all necessary police ordinances.

To lay out and regulate the use of streets and other public places and to regulate the use of space over the streets, alleys, etc.

To exercise the right of taking property for public uses by condemnation proceedings, in conformity with the constitution and statutes of the state.

To acquire municipal parks, playgrounds, public beaches, etc., and to equip, maintain and regulate the same.

To regulate and limit the height and bulk of buildings and the intensity of use of lot areas; to classify, regulate and restrict locations of trades and industries and to divide the city into districts of such number, shape and area as may be deemed best suited to carry out these purposes, including the power to create and establish residential districts.

To divide the city into wards on the basis of population.

To pass all ordinances, regulations, etc., necessary to carry into effect the powers granted to cities, with proper fines and penalties attached.

The council is a check upon the power of the mayor because it may pass ordinances over his veto and because most of the appointments by the mayor must be confirmed by the council.

Qualifications.

An alderman must be a qualified elector residing within the ward for which he is elected; he must not be in arrears in the payment of any tax or other liability due the city; he must not be interested in any contract to which the city is a party, nor be, either directly or indirectly, engaged in any business transaction with such city whereby any money is to be paid out of the

*Legislative Reference Bureau of Illinois. "Local governments in Chicago and Cook County." Bulletin No. 11 prepared for the Constitutional Convention of Illinois, 1920, p. 906.

city treasury; he must not hold any office under the federal, state or city governments, except certain specified offices, and he shall not have been convicted of malfeasance, bribery or other corrupt practices or crimes.

He should also be a man of judgment, energy and integrity, representative of his community, and acquainted with the affairs of the whole city.

Aldermen hold their office for a term of two years.

Term.

Aldermen receive a salary of \$3,500 a year with the exception of the chairman of the finance committee who receives \$4,000 in addition to his salary as alderman.

Salary.

There are, at present, 70 aldermen, two from each of 35 wards, which is the highest number allowed to any city under the state law.

Number.

A forward step in Chicago municipal elections was taken when the act providing for a non-partisan election of aldermen became a law in 1919 and was accepted by the people of Chicago at an election held Nov. 5, 1919. (See Chap. I, page 12.)

**Nomination
and
Election.**

Regular meetings of the city council are held on Wednesday of each week in the council chamber of the City Hall. A summer recess is usually taken during the months of July and August. Special meetings may be called by the mayor or any three aldermen. The council is required to sit with open doors and to keep a journal of its proceedings. The mayor presides at all meetings of the city council, but may not vote except in case of a tie.

Meetings.

The city council is organized into twenty standing committees as follows: Finance; Local transportation; Revenue, compensation and elections; Railway terminals; Gas, oil and electric light; Local industries; Judiciary; Streets and alleys; Buildings and City Hall; Harbors, wharves and bridges; License; Schools, fire and Civil Service; Public health; Track elevation; Police and municipal courts; Efficiency, economy and rehabilitation; Parks, playgrounds, and beaches; Gas litigation; High cost of living; Aviation.

Committees.

All ordinances passed by the city council must be approved and signed by the mayor and such as he does not approve, he must return to the council with his objections thereto in writing. Any ordinance not returned to the council within a specified time is deemed to have been approved and takes effect accordingly. An ordinance vetoed by the mayor may be reconsidered and passed by the council over the mayor's veto, by a two-thirds vote, taken by yeas and nays.

Ordinances.

A list of the more common ordinances, of social import is interesting as showing how closely the work of the council touches the life of the people. There are, for instance, in active operation, ordinances relating to bakeries, bathing beaches, billboards, birds, births, buildings of all kinds, cigarettes, contagious

**Common
Ordinances
of Social
Import.**

diseases, cruelty to children, dogs, drains, drugs, the use of electricity, fire, fire escapes, fire-arms, garbage, gas, hospitals, ice, markets, milk, moving pictures, noise, nuisances, parks, playgrounds, plumbing, police, restaurants, sidewalks, smoke, streets, vehicles, ventilation, water, weights and measures.

ELECTIVE OFFICIALS—EXECUTIVE

Mayor.**Duties.**

The only administrative officers elected for the City of Chicago are the Mayor, the City Clerk and the City Treasurer. (For other administrative officials see page 28.)

The mayor is the chief executive officer. His duties are to see that the laws and ordinances of the city are faithfully executed, to enforce peace, to preside at all meetings of the city council, to give the council from time to time, and at least once annually, information relative to the affairs of the city and to recommend for their consideration such measures as he may deem expedient.

**Powers.
Responsi-
bility
for Appoint-
ments.**

The chief interest in the mayor's executive functions lies in the fact that he may appoint, by and with the advice and consent of the city council, all non-elective city officials not under civil service. This means the executive heads of practically all the departments of the city administration. He must supervise the conduct of such officials, examine complaints against them and cause violations of duty to be promptly punished, and he may remove any officer appointed by him on any formal charge, but must report his reasons for such removal to the council.

He must approve or veto ordinances, which may, however, be passed over his veto by a two-thirds vote, and he may submit a substitute ordinance for the one vetoed.

He may call special sessions of the council.

Qualifications.

The legal qualifications of the mayor are that he must be a citizen of the United States, a qualified elector and must reside within the city limits. He may not hold any other office under the city government during his term of office.

The very large appointive power of the mayor makes it entirely possible, if he wishes to do so, to use his position for purposes of political patronage and to build up a political machine, in spite of the check which the city council holds on such appointments. It is therefore essential for the good conduct of the city's affairs that the mayor be a man who is interested to place at the head of each department an official, not only honest, but qualified by training and experience to administer the work of his department. In addition, the mayor should himself be an experienced executive with an understanding of municipal problems and a practical knowledge of the means of securing improvements.

Term.

The term of the Mayor of Chicago is four years.

Salary.

His salary is \$18,000 per year.

Candidates for mayor are selected at the primary election held the last Tuesday of February. The Mayor is chosen at a general election held on the first Tuesday in April.

The City Clerk is required to keep the corporate seal of the city and all city council documents, also to attend the meetings of the council and keep and publish a full record of its proceedings. City licenses are issued through his office.

To be eligible to office of city clerk, a candidate must be a qualified elector, who has resided in the city at least one year next preceding his election. He must not be directly or indirectly interested in any contract, work or business of the city or the sale of any article paid for from the city treasury. He must not hold any other office under the city government during his term of office.

The term of the city clerk is two years.

\$8,000 a year.

Same as for Mayor.

The city treasurer receives all moneys belonging to the corporation, deposits them in banks designated by ordinance and keeps separate accounts of each fund or appropriation. His books are at all times subject to the inspection of the finance committee or other members of the city council and he is required to render monthly statements, as well as any other statements which the city council may require from time to time, and to publish annual reports of the transactions of his office.

The city treasurer is also the treasurer of the school funds, the library funds and the funds belonging to the Municipal Tuberculosis Sanitarium. As such he is required to keep a separate account of each fund.

The legal qualifications for the city treasurer are the same as those listed for city clerk.

The term of office of city treasurer is two years, but no person may be elected to this office for two terms in succession.

Salary of the city treasurer is \$10,000 a year.

Same as for Mayor.

APPOINTIVE OFFICIALS—EXECUTIVE

The city council is empowered by the laws of the state to provide for the appointment by the mayor, with the approval of the council, of such other officers as may be deemed necessary, to administer the affairs of the city. The council may prescribe the duties and define the powers of all such officers, together with the term of any such office, which must not, however, exceed two years, and the council may, likewise, discontinue any office so created.

Most executive officers, therefore, aside from the elective ones previously enumerated, are appointed by the mayor, by and with the advice and consent of the council, and vacancies

Nomination.

Election.

City Clerk.

Duties.

Qualifications

Term.

Salary.
Nomination
and
Election.

City
Treasurer.

Duties and
Powers.

Special
Funds.

Qualifications

Term.

Salary.

Nomination
and
Election.

Appointive
Power.

in all offices except the mayor and aldermen, are filled by like appointment. Appointments are made usually at the meeting of the council next succeeding the general election for mayor or as soon thereafter as practicable.

Qualifications.

Only persons are eligible to such appointments who are qualified electors and who have resided in the city at least one year next preceding the appointment. No officer shall be directly or indirectly interested in the sale of any article paid for from the city treasury nor in the purchase of any real estate or other property or in any contract made by the city.

While not stipulated by law, the technical and business problems in the management of a city like Chicago demand that all such appointees should be persons qualified by training and experience to carry on the work to which they are assigned.

Salaries.

The salaries of such officials are fixed by ordinance in the annual appropriation bill and may not be altered during the same fiscal year. No officer is allowed any fees in addition to his salary and all fees and earnings of his office must be turned in to the city treasury.

**Reports.
Estimates.**

Executive officers are required to submit reports to the mayor and city council on the work of their departments on or before the first day of March, annually, and likewise estimates of the whole cost of maintaining their offices on or before the first day of November of each year.

The executive functions of the city are therefore largely administered by the department heads appointed by the mayor and subject to the provisions outlined above. These officials and their duties are indicated in the following pages.

**Finance
Department,
City Comptroller.**

At the head of the Finance Department is the comptroller who is the financial agent of the city and has supervision of all officers who receive or pay out city money. He audits the books of such officers; has charge of deeds, mortgages, and similar documents of the city and makes up the annual estimates. He receives a salary of \$10,000 a year.

City Collector.

A second member of the Finance Department is the city collector who receives all fees payable to the city, such as license fees, franchise and vehicle taxes, etc., keeps accurate records of such receipts and daily turns them over to the city treasurer. His salary is \$6,000 a year.

The third member of the department is the city treasurer, an elective officer, whose functions are outlined on page 38.

**Law
Department.
Corporation
Counsel.**

The corporation counsel as head of the Law Department, is the superintendent of all the law business of the city; draws all the leases, deeds, and contracts of the various departments, drafts such ordinances as the city council or its committees may request and renders written legal opinions upon all questions submitted to him by the mayor, aldermen or departments of the city. He may detail assistants in his office to serve as attorneys for the Civil Service Commission, the Fire Department, the Water Department and the Board of Local Improvements.

Duties.

The salary of the corporation counsel is \$10,000 a year. **Salary.**

This department is charged with the duty of preserving peace and order and enforcing both the state laws and city ordinances within the city. Police officers have power to make arrests and to serve warrants. The executive head of the department is the superintendent of police who is in command of the police forces of the city. His jurisdiction includes crime prevention, crime detection, regulation of traffic and other activities prescribed by ordinance. The superintendent's salary is \$8,000 a year. **Police Department. Superintendent of Police.**

The fire marshal is the chief of the Fire Department, and as such has absolute control over the personnel and the equipment of the department. His salary is \$8,000 a year. One assistant fire marshal is detailed as chief of the Bureau of Fire Prevention and Public Safety and is charged with enforcing all ordinances which tend to prevent the starting or spreading of fires or disastrous results in case of fire. **Fire Department. Fire Marshal.**

The commissioner of health is the executive chief of the department and his jurisdiction has gradually extended over such important and diversified services as medical inspection for the control and prevention of contagious diseases; child hygiene; infant welfare, school and district nursing; the recording of vital statistics; food inspection; sanitary inspection; regulation of ventilation in public buildings; smoke abatement; public baths and comfort stations; a municipal contagious diseases hospital and a research laboratory. The commissioner of health is also a member of the Board of Directors of the Municipal Tuberculosis Sanitarium. **Commissioner of Health. Duties.**

As head of a department so vital to the health and welfare of the public, the health commissioner should be a man possessed of the highest professional training and experience, a constructive policy and executive ability. **Qualifications.**

Ten thousand dollars a year.

Salary.

The city physician is a member of the department and also an appointive officer. His duties are to examine persons detained by the city in police stations, detention homes, etc., city employees and persons injured because of defects in city property. His salary is \$4,000 a year. **City Physician.**

The commissioner of public works has the superintendence of all streets, alleys, sidewalks, bridges, wharves, public places and public buildings belonging to the city; parks and playgrounds under the jurisdiction of the city, bathing beaches and the municipal pier; the sewers and all works pertaining thereto; the disposal of waste; the waterworks and the collecting of water rates; and he is in charge of the construction of all public improvements, not done under special assessments, and all works for the deepening and widening or dredging of the Chicago River or its branches and of the harbor of the city. His salary is \$10,000 a year. **Public Works Department Commissioner of Public Works.**

**Department
of Gas and
Electricity.**

**Commissioner
of Gas and
Electricity.**

The commissioner of gas and electricity superintends the construction and operation of the city's street lighting system, and has charge of the police telephone system, the fire alarm service and the inspection of all electrical installation within the city. He examines the electricians and moving picture operators. His salary is \$8,000 a year.

**Department
of Buildings.**

**Building
Commissioner**

The building commissioner is charged with the duty of seeing that new buildings are built and that existing buildings are maintained in conformity with the building ordinances of the city; particularly that fire escapes and safe exits are provided where needed, and that unsafe structures are demolished or repaired. The commissioner's salary is \$8,000 a year.

**Department
of Public
Service.**

**Public
Service
Commissioner**

The purpose of the Department of Public Service is to enforce compliance with provisions of their grants by all public utilities under control of the department. It investigates and collects information relating to such utilities; it examines and adjusts complaints from the public regarding their service, rates, etc., and it conducts tests of gas and electric meters, and reports on them to the city council. The commissioner of the department receives a salary of \$6,000 a year.

**Department
of Supplies.**

**Business
Agent.**

**Inspector
of Oils.**

The Department of Supplies is in charge of a business agent who buys all the supplies for the other city departments and receives a salary of \$6,000 a year.

To the officer in charge of the Department of Oil Inspection all carriers engaged in the transportation of petroleum or its products for delivery in the city must make a detailed and written report within twenty-four hours after the arrival of every consignment. Salary, \$4,800 a year.

**Inspector of
Boilers.**

Duties.

It is the duty of the department for the inspection of steam boilers and steam plants to inspect at least once a year all boilers, tanks, generators, etc., used for generating or transmitting steam for power or heat, and to issue permits for the construction of all such plants.

**Qualifica-
tions.**

Salary.

The law requires that the chief of the department shall be well qualified from practical experience in the design, construction or operation of all such plants to enable him to judge of their safety for use. The chief inspector receives \$3,600 a year.

**Inspector of
Weights and
Measures.**

The chief of the Department of Weights and Measures is required to inspect once each year all weights, measures, etc., used in the city. Scales of capacity of three tons and upward must be examined every six months. The inspector must stamp with his seal all weights and measures found accurate, deliver to the owner a certificate of their accuracy, and keep a register of all such weights and measures inspected and sealed by him. Such as are not approved must be marked "condemned" and the owner must adjust within 10 days. Violations must be reported to the prosecuting attorney and penalties are provided. Peddlers and hawkers are subject to provisions of the law. Bottles and jars in which milk and cream are sold may be examined and tested by inspector.

The Department of Public Welfare was established as a social research department for the purpose of collecting and publishing information relative to living and working conditions and unemployment in Chicago. The municipal lodging house and the public employment agency are under its control.

**Commissioner
of Public
Welfare.**

The commissioner draws a salary of \$5,000 a year.

Public improvements in paving, sewers, sidewalks, and water-pipe extensions and all other public improvements constructed wholly or in part by special assessment or special taxation of contiguous property, are first considered by this board, who estimate the cost, make recommendations to the city council, and carry out such improvements.

**Board of
Local Im-
provements.**

The board consists of five members, all appointed by the mayor. They select from their own members a president, vice-president, and assistant secretary. The president of the board receives \$5,000 and each of the other four members \$4,000 a year.

The board of examiners of stationary engineers consists of three practical engineers appointed by the mayor, who examine and pass upon all candidates for licenses as stationary engineers or as boiler or water tenders. The president of the board receives \$2,800 and the other two members \$2,600 a year.

**Board of
Stationary
Engineers.**

Board of examiners of plumbers consists of the commissioner of health, ex-officio, who serves without further salary and two other members—practical plumbers—who receive \$2,400 each per year.

**Examiners of
Plumbers.**

Board of examiners of masons consists of three practical masons, who examine applicants for licenses in masonry construction. They receive \$2,400 each a year.

**Examiners of
Masons.**

Under the 1907 street railway ordinances, supervision of construction and control of accounting of street railways was placed with the board of supervising engineers, composed of three members, one of whom represents the railways, another the city, being appointed by the mayor with the consent of the council, and the third, named in the ordinance, is ex-officio chairman of the board. Salaries are paid out of gross receipts of the railways.

**Board of
Supervising
Engineers.**

The city Civil Service Commission classifies city employees who are not elective or exempted from the act; fixes standards of duties, salaries, tests, etc., and conducts examinations for applicants for positions in the city service. The commission may investigate charges against such employees and remove them for cause. The commissioners are three in number, and one is appointed each year by the mayor for a term of three years. Not more than two commissioners may be of the same political party. The salary of the president is \$7,500 and of the two other commissioners \$5,000 a year each.

**Civil Service
Commis-
sioners.**

The House of Correction is maintained by the city as a penal institution to which all classes of offenders—federal, state or city—may be sent. Three inspectors are appointed by the mayor, one each year for a term of three years, who serve without compensation. The superintendent is appointed by the mayor, subject to the

**House of
Correction
Inspectors.**

approval of the inspectors, and has charge of the institution under the direction of the board, and receives and discharges prisoners on order, and maintains order and discipline. The superintendent's regular term of office is three years and he receives a salary of \$3,600 a year.

A farm colony is maintained in connection with the institution.

**Market
Masters.**

Three city markets are maintained, the mayor appointing a market master for each at a salary of \$1,080 a year.

**Secretary to
the Mayor.**

The mayor appoints also, without reference to the city council, a secretary to the mayor at a salary of \$5,500, who has charge of all the clerical work of the mayor's office.

Connected with the city government are several other executive bodies, the members of which are appointed by the mayor, subject to the approval of the council; but they are otherwise largely independent of control by the city government.

**Board of
Education.**

The city of Chicago constitutes one school district, under the charge of a board of education, which is a body politic and corporate. The board consists of eleven members, appointed by the mayor, with the consent of the city council, for five-year terms.

Duties.

The board is charged with exercising general supervision and management of the public education and the public school system of Chicago. Enactments of the board may be passed only at regular meetings and by a majority vote and they must keep a faithful record of their proceedings.

Powers.

The board has power to acquire real estate by purchase or otherwise, and to erect, purchase or rent buildings for all school purposes; to let school property on leasehold for a term not longer than 99 years; to invest school funds only in government, state and municipal securities; to issue bonds; to establish and maintain for not less than nine months of the year schools of all grades and kinds; subject to certain limitations, to prescribe the courses and methods of study in the various schools and to employ teachers and other employees and fix their compensation. It may also grant the use of assembly halls and class rooms for other free public activities.

**Qualifica-
tions.**

To be eligible for appointment to the board, a person shall be at least thirty years of age, a citizen of the United States, a resident of the city for at least five years preceding appointment and shall not hold any other public office under the federal, state or any local government.

Organization.

Members of the board serve without compensation. The board elects annually, from its own number, a president and vice-president. The former presides at the meetings of the board and has the same power to vote as any other member, but has no power of veto. A secretary is also elected by the board.

Appointment.

The board appoints, as executive officers, a superintendent of schools, a business manager and an attorney, each of whom holds his office for four years. These officials are not subject to the civil service law and may be removed only for cause, after hearing.

Such other officers as are necessary are appointed pursuant to the provisions of the civil service law.

The superintendent has general charge and control of the educational department and its employees. Subject to approval of the board he prescribes courses of study, textbooks, apparatus, discipline in conduct of schools, etc. Appointments, promotions and transfers in the teaching force, selection of sites, location of school-houses and purchase of equipment are made by the board only upon recommendation of the superintendent, unless it be by a two-thirds vote of the members of the board.

Superintendent.

The business manager has charge of the business department and the attorney of the law department and all three executive officers may attend all meetings of the board and take part in discussions, but may not vote.

The city treasurer is ex-officio school treasurer and handles all school funds, but is required to keep separate accounts of such funds.

School Treasurer.

The teaching force is selected from applicants who pass the required tests of character, scholarship and fitness. A board of three examiners, one of whom is the superintendent of schools, conducts such tests and issues the teachers' certificates.

Teaching Force.

The board of directors of the Chicago public library is composed of nine members, three being appointed each year for terms of three years. Library funds are under the absolute control of the board, but are kept by the city treasurer subject to the order of the board. The directors maintain the public library and its branches which are administered by employees selected by the board under civil service regulations.

Board of Public Library Directors.

The municipal tuberculosis sanitarium is under the exclusive direction of a board of three directors appointed, one each year, for a term of three years, and one at least must be a member of the health department. The commissioner of health is usually appointed. They are required to inspect the sanitarium twice each year and to make an annual report to the city council. The funds of the board are kept by the city treasurer subject to the order of the board. The sanitarium was established to provide free nursing, care, attendance, etc., to persons afflicted with tuberculosis. In addition to the sanitarium it maintains dispensaries and a staff of field nurses.

Directors of Tuberculosis Sanitarium.

CIVIL SERVICE IN CHICAGO

The civil service commissioners, appointed as outlined on page 41, classify into classes and grades all the offices and places of employment in the city's service with reference to examinations, except elective offices, those appointed by the mayor, and certain others specially exempted. The classes are grouped according to the general character of work involved in the respective duties thereof. Within each class are established from one to seven or eight grades, each grade comprising offices and places having duties of substantially similar authority, importance and responsibility.

Classification.

Grades may also be divided into salary groups. The classes include medical service, engineering service, clerical service, library service, inspection service, supervising service, skilled labor service and labor service.

Examinations.

All applicants for offices or places in the classified service are subject to examinations which are public, competitive and free to all citizens of the United States, with specified limitations as to residence, age, health, etc. The examinations must be practical in character, must relate to matters which will fairly test the capacity of the applicants to discharge the duties of the positions they seek to take; and they must include tests of physical qualifications and health. Each examination embraces certain subjects to which weights shall be assigned, the weight given to each subject to represent its relative value in ascertaining the fitness of applicants. Examinations are usually assembled, that is, the candidates are brought together in one place, but they may be conducted without assembling candidates, may be oral or written and may be supplemented by practical tests.

Eligible Lists.

Lists of persons eligible to the classified service are prepared from the reports of the examiners and such persons take rank as candidates in the order of their relative excellence as determined by the examinations. Eligible lists expire in two years from date of posting.

Method of Appointment.

The head of a department or office in which a position is to be filled makes requisition to the commission and the commission certifies to that officer the name of the person standing highest on the list of eligibles for the class or grade to which the position belongs. The appointing officer is required to fill such place by the appointment of the person certified to him by the commission.

Temporary Appointments.

Temporary appointments, not to exceed 60 days, are permitted to fill positions for which there is no eligible list, such appointment to remain in force only until a regular appointment can be made.

Efficiency.

Standards of service are established by the commission and records are kept of the efficiency of appointees in the classified service.

Promotion.

Vacancies, unless filled by reinstatement or transfer, are filled by promotion from the next lower rank or grade. Promotions are accomplished by means of competitive examinations. Where vacancies are filled by promotion, the commission certifies to the appointing officer the names of the three standing highest on the promotion eligible list and the appointing officers appoints one of the three, as certified.

Discharge.

For disciplinary purposes, heads of departments have power to suspend employees for periods not exceeding 30 days. Employees in the classified civil service may be discharged only for cause, upon written charges and after an opportunity to be heard in their own behalf. Such charges are investigated by the commission and the findings certified to the appointed officer and are forthwith enforced by him.

ELECTIVE OFFICIALS—JUDICIARY

The municipal court of Chicago constitutes the judicial branch of the city's government. It was established in 1906 by an act of the legislature passed in 1905 which was adopted by a referendum vote of the people of Chicago at an election held November 7, 1905. This law has been since amended. This court takes the place of city courts, justices of the peace and police magistrates of other cities.

Municipal Court.

The officers of the court consist of a chief justice, thirty associate justices, a clerk and a bailiff, all of whom are elected.

The jurisdiction of the court is confined to cases enumerated in the act creating it but these cases include not only all cases arising out of the city ordinances, but certain cases coming up under the state law.

Jurisdiction.

Cases coming under the jurisdiction of this court as prescribed by statutes include:

All cases involving less than \$1,000 and in addition

Action on contracts or for the recovery of personal property or wages which exceed \$1,000.

Such criminal cases as may be disposed of otherwise than by a sentence to a penitentiary.

Proceedings for the prevention of crime.

Bastardy cases.

Provision is made for the establishment of branch courts. A morals court, a court of domestic relations, a boys' court and a psychopathic laboratory are maintained.

Branch Courts.

In addition to all other powers of a judge of the court the chief justice has the general superintendence of the business of the court; he presides at all meetings of the judges; assigns the associate judges to duty in the branch courts; superintends the preparation of the calendar of cases for trial; prescribes the forms for work and superintends the keeping of records.

**Chief Justice.
Duties and Powers.**

The Municipal Court Act prescribes that the chief justice must be 30 years of age, a citizen of the United States, and, at the time of election, a resident of Chicago. He must have resided in Cook County or been there engaged either as attorney in active practice or in the discharge of the duties of a judicial office for five years, next preceding his election.

Qualifications.

The term of the chief justice is six years.

Term.

The present salary is \$12,000 a year.

Salary.

Nominated at the September primary held on the first Wednesday after the second Tuesday in September.

Nomination and Election.

Elected every sixth year from 1918 at the "judicial" election held on the first Tuesday after the first Monday in November.

Associate Judges.

Each associate judge must perform his share of the labors and duties pertaining to the office; must attend and serve as presiding officer at any branch court to which he is assigned; must act upon any application for his official action properly made to him and must make a monthly written report under oath of the duties performed by him.

Qualifications.

The same as those specified for the chief justice.

Term.

The term for associate judges is six years.

Salary.

The salary is fixed at the present time at \$9,000 a year.

Number.

The number of associate judges is now thirty. The number may be increased by action of the city council on recommendation by the judges of the court, but may not exceed thirty-six.

Nomination and Election.

Associate judges are elected at the same time as the chief justice. One-third of the judges, at present ten, are elected every two years.

Clerk of the Municipal Court.

The duties of the clerk are those usually performed by clerks of courts of record. He is required to maintain an office in each district.

Term.

The clerk holds his office six years.

Salary.

The salary is \$9,000 a year.

Election.

The clerk is elected every six years after 1918 at the judicial election held on the first Tuesday after the first Monday of November.

Bailiff.**Duties.**

The bailiff performs, with respect to the municipal court, such duties as usually fall to sheriffs in respect to attendance upon, and service and execution of the process and obedience of, lawful orders and directions of a circuit court.

Term.

Six years.

Salary.

Nine thousand dollars a year.

Election.

The bailiff is elected every sixth year after 1918 at the judicial election held on the first Tuesday after the first Monday in November.

SPECIAL COMMISSIONS

In addition to officers thus regularly appointed, the city council from time to time provides by ordinance for the creation of commissions for special purposes, to be appointed by the mayor. Such commissions are composed sometimes of city officials only, sometimes of citizens only, and sometimes of both officials and citizens. As a rule, the members serve without compensation, but an appropriation is made by the city council for operation and administration. These commissions are sometimes temporary, but are often continued from year to year.

Among such commissions are the following:

City plan commission, a body of 328 persons, both officials and citizens appointed to study the problems involved in the "Chicago Plan" with the view of determining and recommending such parts of the plan as should be followed by the city in making public improvements. Authorized by council in 1909.

**City Plan
Commission.**

Commission on downtown municipal improvements, with a membership of 15, of whom 6 are aldermen, 3 officials and 6 citizens. The commission investigates underground service systems and was authorized in 1913.

**Commission
on Downtown
Municipal
Improvements.**

The railway terminal commission, constituted on May 25, 1914, consists of seven members: three city officials and four engineers and experts, one of whom acts as chairman and is paid by the city. The committee acts in an advisory capacity to the city council, in the matter of passenger and freight railway terminal facilities.

**Chicago
Railway
Terminal
Commission.**

Morals commission, created in 1914, consists of five persons, one the commissioner of health and a second member, a physician in good standing. The purpose of the commission is to study all phases of sexual immorality in the city, make reports to the city council from time to time and recommend legislation.

**Morals
Commission.**

The commission on constitutional proposals was appointed in 1919 to work out a practicable municipal program to present to the constitutional convention, meeting in 1920. It is composed of aldermen and citizens and is to continue until the constitution is ratified or rejected.

**Council
Commission
on Constitutional
Proposals.**

An advisory commission of nine citizens was authorized in 1919 to co-operate with the bureau of food, markets and farm products.

**Advisory
Commission
to the Bureau
of Food, etc.**

A commission consisting of engineers, attorneys and accountants to investigate, study and formulate plans for a solution of the local transportation problem was authorized in 1919.

**Commission
on Local
Transportation.**

A zoning commission was created in March, 1920, in accordance with the state law passed in 1920 permitting cities to create such commissions and to establish residence and industrial districts, etc. The commission is to consist of twenty-two members, five officials, eight aldermen, and nine citizens. The commission is expected to employ zoning experts, make surveys, hold hearings and report a zoning plan for Chicago to the city council.

**Zoning
Commission.**

A revenue commission consisting of fifteen members, seven of them aldermen and city officials, and eight citizens, was authorized on May 3, 1920, to act in an advisory capacity to the city council in the matter of securing revenue for the city.

**Revenue
Commission.**

PARK DISTRICTS

Within the boundaries of Chicago are eighteen park districts, most of which are separate municipal corporations, with direct taxing power, maintaining police forces and enacting ordinances and regulations for the use of their property. In addition, the city government maintains, under direction of the board of public works, a large number of parks and playgrounds, some of which are in territory under jurisdiction of the several park boards.

Statements relating to the three large park districts will be found as follows: South Park commissioners on page 86, West Park commissioners on page 85 and Lincoln Park commissioners on page 86 of Chapter V, State Government.

The small park districts of Chicago have been organized on petition and approval by the voters of the proposed districts, pursuant to the provisions of a general park act of 1895. Each provides park facilities in territory not included in any other park district. Five commissioners are elected for each district, one each year for a term of five years.

(See Unification of Governments of Cook County and the City of Chicago, page 87.)

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ILLINOIS VOTERS HANDBOOK

Chapter IV

COUNTY GOVERNMENT

The State is divided into counties, each with its local government, which is subordinate to the State government. There are three kinds of county government:

1. The government of counties not under township organization (see page 53).
2. The government of counties under township organization (see page 54).
3. The government of Cook County (see page 56).

Every county has power:

To purchase and hold real and personal estate necessary for the benefit or the uses of the county, and to sell, convey or lease any owned by the county,

**Powers of
Counties.**

To purchase and hold real estate upon which to erect and maintain a sanatorium for the residents of the county afflicted with tuberculosis, a county hospital and necessary branch hospitals for the care of such sick as may be proper charges upon the county according to law, and buildings in which to conduct agricultural experiments,

To enforce laws for the prevention of cruelty to animals; to make all contracts and do all other acts necessary in relation to the property and concerns of the county to the exercise of its corporate powers.

ELECTIVE OFFICIALS—EXECUTIVE.

The fees and salaries of county and township officials does not depend upon the type of county government, but upon the population of a county, and for this purpose counties are classified as

**Salaries of
Officials.**

First Class—Those under a population of 25,000

Second Class—Those with a population of over 25,000 and under 100,000

Third Class—Those with a population of over 100,000

Every county has certain elective officials whose general duties are the same, or nearly so. We shall consider such in the following paragraphs:

Each county has a board of county commissioners (see pages 54 and 56) or a board of supervisors who perform the duties of county commissioners (see page 54).

**Commis-
sioners.**

The general duties and powers of county boards are:

**General
Duties.**

The care and custody of the real and personal estate owned by the county and

The management of country business and county funds.

To examine and settle accounts against the county, as well as those concerning the receipts and expenditures of the county,

To provide and maintain when necessary and public funds permit, a suitable county jail, workhouse, tuberculosis sanatorium, county hospital and almshouse,

To provide a courthouse with offices and supplies for county officers as well as for the use of the county court and circuit court,

To execute, except when otherwise provided by law, the powers vested in the county,

To cause to be levied and collected taxes for county purposes according to law.

1. County Clerk.

The County Clerk has custody and care of all books, records and papers appertaining to county business.

Duties.

He shall act as clerk of the county board of his county and keep an accurate record of the proceedings of said board and file and preserve all bills and accounts acted upon by said board.

He shall keep in a book each order upon the county treasurer, and have each countersigned by the county treasurer, and keep a book of all official bonds filed in his office.

He shall give to persons requiring the same and paying the lawful fees therefor, a copy of any record, paper or account in his office and he shall perform "such other duties as may be required by law."

He is keeper of the county seal and must keep his office in the courthouse of the county.

He shall be required to keep separate books for the registration of names and postoffice addresses of physicians and accouchers, for births, for marriages, and for deaths, and said books shall always be open to inspection without fee.

He shall give full and complete annual report of all births, marriages, and deaths to the State Department of Public Health.

Election.

Election occurs Tuesday after the first Monday of November (1922, 1926, 1930, etc.).

As Comptroller in Cook County.

The County Clerk of Cook County is also ex-officio the comptroller of the county financial affairs, and as such has charge of all deeds, mortgages, contracts, judgments, notes, bonds, debts, and choses in action belonging to said county, except such as are directed by law to be deposited elsewhere. He shall, subject to the approval of the board of county commissioners, revise, audit and settle by order of the board of county commissioners, all accounts in which the county is concerned either as debtor or creditor, unless provision for the settlement thereof is otherwise provided by law.

2. County Treasurer.

Duties.

The County Treasurer shall receive and safely keep the revenues and public moneys of the county, and such other moneys and funds as he is authorized by law to receive, and he shall disburse the same pursuant to law and keep a just and true account of all such money received or paid out, and make reports to the county board at each regular term.

Election.

Tuesday after the first Monday of November (1922, 1926, 1930, etc.).

3. County Auditor.

In counties under township organization of a population of over 75,000 and under 300,000 there is elected an auditor.

Duties.

The duties of the county auditor shall be as follows:

To audit all claims against the county of whatever character, and recommend to the county board the payment or rejection of all bills presented,

It shall also be the duty of said auditor to collect and preserve statistical information with respect to cost of maintenance of the various institutions, such as county farms, county jails, workhouses and court houses, or any other institution maintained at county expense.

It shall be the duty of the auditor to approve all orders for supplies issued by the various county officers, before the orders are to be placed with the parties to whom the same are to be given,

It shall be his duty to keep a record of all contracts entered into by the county board and all authorized county officers, for, or on behalf of the county,

It shall be the duty of the county auditor to report quarterly to the county board all fees and emoluments due the county from the various county officers as earned, collected or received under performance of their duties.

Election Tuesday after first Monday of November, in 1924, 1928, etc. Election.

The Recorder of Deeds shall record in separate books different classes of instruments relating to the transfer of land. 4. **County Recorder of Deeds.**

He shall keep separate books of grantors and grantees,

Keep his office in the courthouse open from 8 a. m. until 5 p. m. Duties.

In counties with a population of less than 60,000 the clerk of the circuit court is ex-officio the county recorder. Note.

Election occurs Tuesday after the first Monday of November, 1920, 1924, etc. Election.

The Sheriff has custody and care of the county courthouse and jail. 5. **Sheriff.**

It is his duty to serve, prosecute and return all writs, warrants, orders and decrees of courts within his county when the same are legally directed and delivered to him. Duties.

Each Sheriff shall, in person or by deputy, attend upon all courts of record in his county and obey all lawful orders and directions from such courts.

He is conservator of the peace of his county, and shall keep the peace, suppress riots, routs, affrays, fighting, breaches of the peace, and prevent crime—and to the better accomplishment of these things, he may call to his aid any person, or the power of the county.

The Sheriff shall give bonds with two or more sufficient securities and he may not be county treasurer nor may he practice as an attorney. Requirements.

Election Tuesday after the first Monday in November, 1922, etc. Election.

In event of a vacancy of the office of sheriff the coroner shall perform the duties of sheriff. 6. **Coroner.**

The Coroner has charge of all dead bodies within his county supposed to have met death by violence, casualty or undue means and shall investigate into the circumstances surrounding such deaths. Duties.

He shall file bonds for \$5,000 (in Cook County the amount of bonds is \$15,000). Requirements.

- Election.** Election occurs Tuesday after the first Monday in November, 1920, 1924, etc.
- 7. Superintendent of Schools.** The County Superintendent of Schools has charge of the schools and school property in his county.
- Duties.** He must make reports to the county board and also to the State Superintendent of Public Instruction.
- Qualifications.** The County Superintendent must be of "good character," "actually engaged in educational work," hold a valid "county supervisory certificate or a state certificate," "have had four years' experience in teaching."
- Election.** Tuesday after the first Monday of November, 1922, 1926, etc.
- 8. County Surveyor.** The County Surveyor, either himself or his deputy shall make all surveys that he is called upon to make within his county.
- Duties.** The terms of the foregoing County officers are 4 years.
- Term.** It is to be noted that qualifications for county officers are wanting.
- Qualifications.** All are required before entering upon their duties to file a bond and take oath of office; special requirements for certain officers have been mentioned.
- 9. Assessor (Board of Assessors).** Every county has an assessor or a board of assessors to estimate the value of property so that the amount of taxes can be levied.
- Duties.** Six years.
- Term.** In counties not under township organization, the salary of the assessors is determined by the county board.
- Salary.** In counties under township organization, the salary is determined by the town board of auditors.
- Number.** In counties of less than 125,000, not under township organization (see page 53), the county treasurer is also the county assessor. In counties of less than 125,000 under township organization, the towns elect assessors whose work is under the supervision of the county treasurer. These assessors estimate the value of property in their respective townships. (See page 54.) In counties of more than 125,000 a board of assessors is elected consisting of five members, not more than four of whom can come from the same city. (Cook County.)
- Election.** Election occurs Tuesday after the first Monday in November, or in 1920, 1922, 1924, etc. "Two, or one, as the case may be are elected each two years"; two will be elected in 1920.
- 10. Board of Review.** The duty of the Board of Review is: To hear complaints against the decisions and actions of the board of assessors.
- Duties.** Six years.
- Term.** In counties of less than 125,000 not under township organization, the board of county commissioners performs the duties of the Board of Review.
- Number.** In counties of less than 125,000 under township organization, the county judge appoints one citizen from each of the two dominant parties who perform the duties of a Board of Review with the chairman of the Board of Supervisors. In counties of 125,000 or more, three persons elected for a term of six years constitute a Board of Review.
- Election.** "One of the three members is elected each two years—one will be elected in 1920" in Cook County.

Some of the duties of State's Attorneys are:

To commence and prosecute all actions, suits, indictments, and prosecutions, civil and criminal, in any court of record in his county when the people of the State or his county may be concerned,

To prosecute all forfeited bonds, all actions and proceedings for the recovery of debts, revenues, moneys, fines, penalties and forfeitures, accruing to the State or to his county or to any road or school district in his county, and also suits in his county against railroads,

To appear in proceedings by collectors of taxes against delinquent tax payers for judgments to sell real estate and

"To assist the Attorney General whenever necessary."

The State's Attorney's term is for four years.

One State's Attorney is elected for and from each County every four years from 1872 or in 1920, 1924, 1928, etc.

**State's
Attorney.**

Duties.

**Term.
Number and
Election.**

ELECTIVE OFFICIALS—JUDICIAL.

The County Court is a court of record and handles proceedings for the collection of taxes and assessments.

The County Court also passes on cases of alleged insanity and has a few other special functions provided by statutes.

In counties where a city has adopted the "City Election Law" (as Chicago in Cook County has) the County Court has certain duties in connection with elections.

Except in counties of over 70,000 where a probate court is established, the County Court handles all matters of probate and the settlement of the estates of deceased persons.

No one under the age of twenty-five years is eligible for judge of the County Court,

He must be a resident of the United States,

For five years next preceding his election, a resident of the State, and a resident of the County.

Four years.

The salaries of County Court judges are fixed by the County Board and paid out of the County Treasury, and "range from \$300 a year in Harding County to \$12,000 a year in Cook County."

One judge is elected from each county in the State on the Tuesday after the first Monday in November. Elections will occur in 1922, 1926, 1930, etc.

The Probate Court has original jurisdiction in all matters of probate and the settlement of estates of deceased persons.

The qualifications, salary, term and time and manner of election of judges of the Probate Court are the same as for judges of the County Court and they are paid out of the County Treasury.

Probate Courts are established only in counties of 70,000 or over. Cook County has a Probate Court.

**County
Courts.**

Jurisdiction.

**Qualifica-
tions.**

**Term.
Salary.**

**Number, and
Election.**

**Probate
Court.
Jurisdiction.**

**Qualification,
Salary, Term
and Election.**

OTHER OFFICIALS—COUNTIES NOT UNDER TOWNSHIP ORGANIZATION

In counties not under township organization there are no political townships. They are governed by a board of three county commissioners, who meet five times a year. They select their own

**Commis-
sioners:
Additional
Duties and
Number.**

chairman. In addition to the general duties prescribed they may levy taxes and create a board of health, and for voting purposes they determine the boundaries of the election districts or precincts, each of which should contain about four hundred voters.

One of the three commissioners is elected from the county at large on the Tuesday after the first Monday of November of each year for a term of three years.

**Highway
Commis-
sioners.**

These counties are divided into road districts each as large as a congressional township (see page 54) and are provided with a highway commissioner with the same powers and duties as the highway commission of townships in counties under township organization (see page 55).

OTHER OFFICIALS—COUNTIES UNDER TOWNSHIP ORGANIZATION

When fifty or more legal voters of a county sign a petition to have township organization the matter can then be put to a vote of the inhabitants, by whose desires, thus expressed, the township system of county government may or may not be adopted. Once adopted, it can be dispensed with and the original form of government resumed in the same way.

**Congressional
Townships.**

Counties under township organization are divided into political townships which may be, or become, different from the congressional townships, since a political division may be subdivided or consolidated. Congressional townships comprise thirty-six square miles and are designated by the government survey. Congressional or geographical townships form the basis for political townships.

Each township with its own township officials, chief of which being the town supervisor, becomes an election precinct with one or more districts.

**Commis-
sioners.**

The town supervisors together form the board of county supervisors or commissioners. They serve for a period of one year.

**Duties of
Town
Supervisor.**

In addition to the duties as a member of the county board the town supervisor has charge of the accounts of his township, and must give a financial report at the annual town meeting. He also sees that the poor therein are cared for.

**Assistant
Supervisor.**

In towns that have a population of 4,000 an assistant supervisor is elected, and for every additional 2,500 population another assistant supervisor may be elected. The only duty of an assistant supervisor is to represent the town on the county board. Term, one year.

Assessor.

The term of the assessor (see page 52) is two years. His election occurs at the same time as the election of the town clerk.

Town Clerk.

The Town Clerk keeps the town records and has care and custody of all its papers. It is his duty to notify the county clerk of the amount needed, for town purposes, which must be raised by the township by taxation. Term, two years. His election occurs on the first Tuesday of April in the even-numbered years.

Collector.

The Collector collects, on warrant from the county clerk, the taxes upon property in his township. Term, two years. Election occurs at the same time as the election of the town clerk.

**Board of
Health.**

The Town Supervisor, Assessor and Town Clerk constitute a town board of health. The board of health may appoint doctor as

health officer, may require reports from such health officer, and may provide free vaccination.

This board may lay out, alter, improve or vacate highways. They may erect road signs and provide for watering roads, and keep down and destroy thistles and weeds on public roads. They may direct the spending of their township road funds, but must secure the consent of the county superintendent of highways (see page 57) for contracts exceeding \$200. They give an annual financial report to the board of auditors.

**Board of
Highway
Commis-
sioners.**

The Board of Highway Commissioners consists of three members. The town clerk acts as clerk of the board and the town supervisor is ex-officio the treasurer of the board. The three elected members serve for three years, one being elected each year.

Any township may, by vote of the people to that effect, elect one highway commissioner instead of said board of commissioners.

The Board of Auditors consists of the supervisor, town clerk, and justices of the peace. The board meets semi-annually at the town clerk's office to examine and audit the town accounts and to examine the accounts of the supervisor, overseer of the poor (when this duty is entrusted to a separate individual) and commissioner of highways. The board also fixes the salary of the supervisor as overseer of the town poor. The town clerk acts as clerk of the Board of Auditors.

**Board of
Auditors.**

Town meetings are held on the first Tuesday of April of each year for the election of town officers and the transaction of other town business. All town voters may attend.

**Town
Meetings.**

The electors present at the annual town meetings have power:

**Powers of
Town
Meetings.**

To make all orders for the sale, conveyance, regulation or use of its corporate property that may be deemed conducive to the interests of its inhabitants,

To take all necessary measures and give directions for the exercise of their corporate powers,

To direct the raising of money by taxation for the following purposes:

For constructing or repairing roads, bridges or causeways within the town, to the extent allowed by law,

For the prosecution or defense of suits by or against the town, or in which it is interested,

For the purpose of building or repairing bridges pursuant to law, and

For any other purpose required by law,

To provide for the institution, defense or disposition of suits at law or in equity, in all controversies between the town and any other town, or any individual or corporation, in which the town is interested,

To prevent the introduction, growing or dissemination of Canada thistles or noxious weeds,

To offer premiums, and to take such action as shall induce the planting and cultivating of trees along the highways in such towns, and to protect and preserve the same,

To make rules and regulations for ascertaining the sufficiency of all fences,

To restrain, regulate, or prohibit the running at large of cattle and other animals,

To establish and maintain pounds,

To determine the number of pound masters needed and to prescribe their duties,

To authorize the distraining, impounding and sale of cattle, horses, mules, asses, swine, sheep or goats for penalties incurred and costs of the proceedings,

To construct and keep in repair public wells or other watering places, and regulate the use thereof,

To prevent the deposit of offensive substances within the limits of the town,

To make all such by-laws, rules and regulations as may be deemed necessary to carry into effect the powers herein granted and to impose such fines as shall be deemed proper, except when a fine or penalty is already allowed by law,

To apply all penalties, when collected, in such manner as may be deemed most to the interests of the town.

OTHER OFFICIALS—COOK COUNTY

Although the County of Cook is organized on the township scheme, there are some differences which make it impossible to classify it with other counties under township organization. The twenty-nine townships of Cook County outside of Chicago have township organization except that their supervisors are not members of the county board. The eight townships of Cook County entirely within the city of Chicago have no separate township organization and the powers that would regularly belong to township government are given to the county board.

Commissioners.

In Cook County the official name of the county board is "Board of Commissioners of Cook County." The statutes provide that they hold regular meetings on the first Monday of January, February, March, June and September, and special meetings when called by the President of the Board. Powers and duties of this Board are the same as those of boards of other counties under township organization.

Number.

The Board of Commissioners of Cook County consists of fifteen members, ten of whom are from Chicago and elected by Chicago, and the remaining five from towns outside of Chicago.

Committees.

The Board of County Commissioners is divided into six committees—finance, rules, public service, roads and bridges, buildings, and civil service—in order to better carry on their work. There is also a constitutional convention committee.

The President of Board.

The President of the Board of Commissioners of Cook County is not chosen by the commissioners as in other counties. At the time of election in November each voter indicates separately which candidate he wishes to be the president of the board and "the person having the highest number of such votes shall be declared elected president of the board."

The President appoints with the advice and consent of the Board all county officers whose election and appointment is not otherwise provided for.

"Following the law of precedent" the President issues an annual message. (See Chapter I, page 16.)

Cook County has the full list of officials common to all Illinois counties.

APPOINTIVE OFFICIALS—EXECUTIVE

The Board of County Commissioners of Cook County appoint:

The County Agent
The Superintendent of Oak Forest Institution
The Warden of the County Hospital
County Physician
Superintendent of Highways
County Architect
Superintendent of Public Service
Civil Service Commissioners
Commissioners, Forest Preserve District.

The County Agent has general supervision and charge of all matters relating to the care and support of the poor. He has charge of the relief distributed to indigent persons coming under the Pauper's Act, that is to residents of the county without relatives or whose relatives are not able to contribute to their support and to non-residents of the county in the emergency pending their return to the place of their residence. The County Agent has a main and branch offices at which the poor may apply for assistance. His assistants or investigators inquire into the circumstances or the need of such applicants. The County Agent takes and considers applications for admission to the poor farm at Oak Forest and also the tuberculosis sanitarium there. The County Agent, as well as the County Physician, passes upon applicants for admission to the County Hospital.

County
Agent.

At Oak Forest the infirmary or poor farm cares for about three thousand old and infirm persons who are county charges. There is also a tuberculosis sanitarium situated there and the superintendent is in charge of both places. Much of the work of the three hundred and fifty-five acre farm there is done by the inmates.

Superin-
tendent
of Oak
Forest
Institutions.

The Cook County Hospital which is situated in Chicago is one of the largest hospitals in the world. In addition to giving patients the necessary medical and surgical service, the hospital through its social service department follows up all released maternity and suicidal cases and also heart, orthopedic, skin or venereal disease cases. The social service department also directs the occupational therapy department which provides games and amusement for convalescent patients.

Warden of
the County
Hospital.

The County Physician visits the sick poor in their homes and issues permits for entrance into the county hospital. He also gives physical examination for applicants for admission to the Oak Forest Infirmary and sanitarium.

County
Physician.

The appointment of the County Superintendent of Highways is done in the following manner: The county commissioners submit to the state highway commission from three to five names of desira-

Superin-
tendent of
Highways.

ble candidates. The state highway commission thereupon determines by competitive examination from among the names submitted those best fitted for said office, and certify the same to the county board, submitting such list. The county board then appoints one from this eligible list.

The County Superintendent of Highways prepares plans and specifications which must be submitted to the state highway commission, for all bridges to be built in the county. He superintends the construction of any road built by the county or built jointly by the county with any township or road district. He supervises the maintenance and repair of all state roads in the county. He must visit and inspect yearly the highways and bridges in his county and pass on all contracts over two hundred dollars to be let by the township commissioner or commissioners (see page 55).

**Public
Service
Superin-
tendent.**

A committee on public service is appointed by the board of commissioners. A Public Service Superintendent to work with this committee is appointed by the president of the board of county commissioners for a period of one year. His duties under the authority of the committee are to purchase, receive and distribute all supplies necessary for the use and service of Cook County and its various institutions, and to keep an accurate account of the vouchers for the same.

**Civil Service
Commission.**

The President of the Board of County Commissioners of Cook County appoints one person each year for a term of three years to serve on the Civil Service Commission consisting of three members. Not more than two of the members of this commission can be from the same political party.

The commission holds open competitive examinations to fill county positions and places of employment where officials are not elected or otherwise appointed. (See page 59.)

**County
Architect.**

"The County Architect makes designs for new buildings and for alterations on old ones, as required by the County Board."

**Forest
Preserve
District.
of Cook
County.**

In November, 1914, the matter of creating a Forest Preserve District was submitted to the voters of Cook County and the Forest Preserve District of Cook County was created and organized. In 1916 the first purchase of land was made.

The fourth annual report of the President of the Board of the Forest Preserve Commissioners, dated January 5, 1920, gives much interesting information regarding this Forest Preserve District. "It comprises 75,000 acres of land." During the year of 1919 "more than 1,500,000 persons visited" and enjoyed the grounds, also 1,100 permits were issued for camping and picnic privileges.

The Circuit Court Judges appoint:

1. Adult probation officers
2. Juvenile Court probation officers
3. South Park Commissioners

**Adult
Probation
Officers.**

At the present time there are 32 probation officers and one chief probation officer. The chief probation officer is appointed by the Circuit and Municipal Court judges and supervises the work of the officers for both courts. One-half of the 32 officers are appointed by the Circuit Court from a list of eligibles following a written and oral examination held by the Circuit Court judges. The other 16 officers are appointed by the Municipal Court judges for work in

their court. During the last year, the adult probation department handled 4,687 new cases, of which 811 were from the Criminal Court (Circuit) and the rest from the Municipal Court. It also carried over 3,879 old cases.

At the present time there are 102 Juvenile Court Probation Officers and one chief probation officer. These officers are appointed by the Circuit Court judges from an eligible list, the result of a written and oral examination. There are five divisions of the Juvenile Court probation work; namely, the investigation division, home supervision, home finding, boys' division, and pensions to mothers' division. During the last year the Juvenile Court officers handled 5,567 new cases and 8,761 old cases.

Juvenile
Court
Probation
Officers.

Commissioners appointed by Circuit Court judges (see Chapter V, page 86).

South Parks
Commission.

The judge of the County Court appoints.

Election commissioners.

Jury commissioners.

The Board of Election Commissioners has charge of all regular and special elections within their territory. The board divides the county into precincts of three hundred voters, redistricting when the voting population increases to 450, and issues precinct maps. The board prepares and supplies ballot boxes, booths, ballots and all else necessary for elections. The board consists of three commissioners, one of which is appointed each year for a term of three years by the county judge.

Election
Commis-
sioners.

The Jury Commission may provide suitable quarters for the transaction of their business and may incur all other necessary expenses, and with the approval of the county judge may appoint a clerk and necessary assistants and a competent elector in each voting precinct or district, who shall be known as a "Deputy Jury Commissioner." "The commissioners are required to prepare a list of electors qualified to act as jurors, to select names from such list and place them in a jury box and a grand jury box, and to be present when the names of jurors needed at each term of court, are drawn." This commission consists of three members appointed "in counties of a population of more than 250,000" by the majority of the "judges of the several courts of record of such counties." They are therefore in Cook County appointed by the judges of the Circuit, Superior, County and Probate Courts.

Jury Com-
missioners.

APPOINTIVE OFFICIALS—UNDER CIVIL SERVICE

Few officials of rank procure their positions through Civil Service examinations. The present special classifications for civil service in Cook County are as follows:

1. Medical.
2. Investigations.
3. Special examinations.
4. Engineering.
5. Clerical.
6. Skilled labor.
7. Labor.

1. **Medical.** Examinations held under the medical civil service include internes at the County Hospital. The papers are graded by ninety physicians. The internes serve without salary for eighteen months' experience after passing the examination. An examination is also held for the attending staff of the hospital who also serve without salary. Salaries in this department of civil service go up to \$225 a month and maintenance.
2. **Investigations.** The investigation class includes examinations held for investigators, relief and welfare workers, in various county positions, as for workers in the county agent's office. Salaries range from \$149 to \$189 per month.
3. **Special Examinations.** Some few special examinations are held which include examination for the matron of the Juvenile Detention Home and examinations for superintendent of the Bureau of Social Service, as well as for assistants of the various county institutions. Salaries go up to \$333.34 a month and maintenance.
- Juvenile Detention Home.** The Juvenile Detention Home is a home for the temporary care of dependent and delinquent children awaiting court action. School is conducted in the home, and the necessary dental and medical care are given. Upon entrance each child undergoes a physical examination, and "upon order of the court a psychopathic examination."
- Bureau of Social Service.** This bureau, under the direction of a superintendent carries on investigations of many cases coming before the county judge, "obtains support for dependents from relatives legally liable for their care and maintenance; investigates all cases of boys between ages of 17 and 21 years held in Criminal Court pending trial, and presents reports to the judge, investigates insane cases heard in the County Court, investigates all health cases in Cook County outside of city of Chicago, especially emphasizing tuberculosis."
4. **Engineering.** Examinations under this class include positions in the highway department.
5. **Clerical.** The clerical class includes the examinations held for bookkeepers, stenographers and clerks and the private secretary of the president of the County Board. Salaries range from \$95 to \$333.33 a month.
6. **Skilled Labor (Men only).** This class includes mechanics, plumbers and steamfitters and wages are paid according to the union scale.
7. **Laboring Class.** This class includes unskilled laborers (house maids, waitresses, janitors, etc.). The salary ranges from \$27.50 per month with maintenance to \$113.00 and maintenance.

COURTS OF COOK COUNTY

County and Probate Courts. Superior Court.

In addition to the county court (see page 53) Cook County, by reason of its large population, has a probate court (see page 53).

Probate courts are elsewhere only in counties of over 70,000.

Cook County, by reason of its large population, elects twenty circuit judges (see Chapter V, State Government, page 82), and has a Superior Court with twenty judges. The jurisdiction of both Circuit and Superior Courts is concurrent and their work is the same as the work of the Circuit Courts outside of Chicago, minus the criminal work. The law provides that the Superior Court shall be

held in the Cook County seat, Chicago. The criminal work is handled by the Criminal Court which is also held at the Cook County seat and it has the same powers and duties regarding criminal cases as have the Circuit Courts in other counties. Circuit and Superior Court judges serve in the Criminal Court. The law further provides that in counties of a population of over 500,000 (Cook County) the Circuit Court judges shall appoint one or more of their members to hear in a special place cases coming under the Juvenile Court Act which includes cases of dependent, neglected and delinquent children. The Juvenile Court has the same powers and duties regarding children's cases as the Circuit Courts have in other counties. The Judge of the Juvenile Court is appointed by the Circuit Court judges of their own number.

Criminal Court.

Juvenile Court.

Cook County, which is the first district of the Appellate Court, has, in addition to the three judges provided for each district of the Appellate Court, two branch Appellate Courts, each with three judges (see Chapter V, State Government, page 81).

Appellate Court.

Cook County is the seventh judicial district and elects one judge for the Supreme Court. (See Chapter V, State Government, page 81.)

State Supreme Court.

(See Unification of Governments of Cook County, page 87.)

SANITARY DISTRICTS.

Sanitary Districts are established for the further preservation of public health by the maintenance of a common outlet for drainage for two or more incorporated cities, towns, or villages of the same county or two adjoining counties.

There are three kinds of sanitary districts:

Where the Sanitary District lies entirely within one county and must itself contain two or more incorporated cities, towns or villages (Sanitary District of Chicago).

Type 1.

It is the duty of trustees of Sanitary Districts to establish and maintain one or more drainage ditches as may be necessary to meet the need of their district. They may lease docks, condemn and lease lands, levy taxes and assessments, borrow money, and may sell the surplus power.

The trustees are nine in number and serve for a term of six years. Three are elected by and from the Sanitary District at the regular county election. Every six years the voters designate the candidate who is to be president of the Board of Trustees.

Duties of Sanitary District Trustees.

A second kind of Sanitary District is where the district lies entirely within one county and itself containing two or more incorporated cities, towns or villages, at least one of which has a system of water supply from Lake Michigan. This type of district is divided into five wards of about equal population and one trustee is appointed from each ward every fourth year by a board of commissioners which consists of three judges, the county court judge and two whom he selects from the circuit court. This board also re-wards, according to population, the Sanitary District once every ten years.

Type 2.

**Additional
Duties.**

The five trustees thus appointed, in addition to the general duties of Sanitary District trustees, must provide suitable disposal of sewerage otherwise than its being emptied into Lake Michigan and may pass ordinances and exercise police power to protect the property.

Type 3.

The third type of Sanitary District is where the district is composed of territory lying in two adjoining counties and containing two or more incorporated cities, towns or villages.

The trustees have the same duties as trustees in other Sanitary Districts. Their election occurs at the regular county election. The board consists of five trustees who serve for a term of four years.

FOREST PRESERVE DISTRICTS

In 1913 the legislature passed an act creating Forest Preserve Districts. "Whenever any area of contiguous territory lying wholly within one county contains one or more natural forests or parts thereof, and one or more cities, towns or villages, such district may be incorporated as a forest preserve district."

**Commis-
sioners'
Appointment.**

The affairs of a forest preserve district are managed by a board of commissioners consisting of a president and four commissioners appointed by the president of the board of county commissioners (or chairmen of the board of county supervisors as the case may be) with the advice and consent of the county board.

**Powers and
Duties.**

The term of office of these commissioners is four years.

**Term.
Salary.**

The salary of four commissioners "not to exceed \$1,500 a year each" and the salary of the president of the commission "not to exceed \$2,500" a year.

The forest preserve commissioners have power to raise necessary money by taxation, to appoint and maintain a sufficient police force and to acquire land under certain conditions.

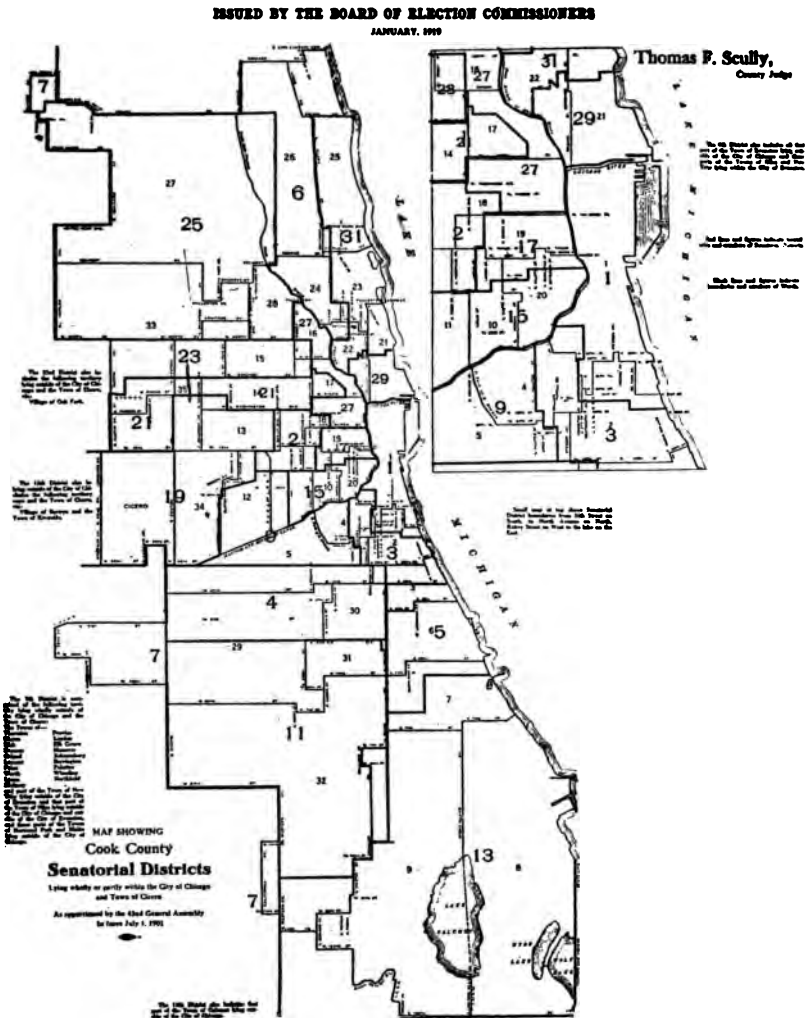
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THE SENATORIAL DISTRICTS OF THE STATE OF ILLINOIS.



COOK COUNTY SENATORIAL DISTRICTS



ILLINOIS VOTERS HANDBOOK

Chapter V

STATE GOVERNMENT

The state, as a unit of government, is divided by its constitution, into three distinct branches or departments, each of which is meant to check the others, but can in no way usurp the powers of the others. These three branches are: Legislative, Executive, and Judicial. There are officials elected for all three branches, but most of the appointed officials are in the executive branch, while those chosen by civil service fill, for the most part, positions under elected or appointed officials.

All Civil Officers are required to take the prescribed oath of office before entering upon the duties of their office. Members of the General Assembly take an oath especially prescribed by the Constitution.

ELECTIVE OFFICIALS—LEGISLATIVE

The legislative branch (the legislature) which is called the General Assembly has two divisions, the upper house or Senate, and the lower house or House of Representatives. **The Legislature.**

The General Assembly makes and is responsible for the laws of the state under authority granted by the Constitution. (For restrictions see Constitution of 1870, Article 2, and Article 4, Section 22 and 25.) **Duties.**

A proposed law which is being considered by either house is called a bill, and as such may be first introduced either in the Senate, then to be known as a Senate Bill, or in the House of Representatives, then to be known as a House Bill. A bill to become a law must be passed by both houses and is then usually signed by the governor. If the governor neither signs nor vetoes such bill within ten days (Sundays excepted) after it is sent to him for his signature, it becomes a law. If the governor vetoes such bill both houses consider his objections and again vote on it and if it then passes both houses by a two-thirds vote, it becomes a law. (See Constitution, Article 5, Section 16.) When a bill becomes a law it is known as an act or a statute.

The legislature directs the expenditure of the money of the state by statutes known as Appropriation Bills. (See Constitution, Article 4, Sections 16 and 17.) (For special provisions see Article 4, Sections 18, 19, 20, and Article 5, Section 16, Paragraph 3.)

Impeachment or removal from office for misconduct in office of the governor, judges or civil officers can be brought by a vote of the majority of the Representatives and tried by the Senate. Two-thirds of the Senators must agree that the officer thus brought for impeachment is guilty. Impeachment or not by the General Assembly does

	not prevent such officer from being tried and punished as a private citizen for his crime.
Sessions.	The sessions of the General Assembly commence on the Wednesday after the first Monday in January in the year following the election of members.
Qualifications.	<p>The legal qualifications necessary to become a member of the General Assembly are:</p> <p>Such person must be a citizen of the United States. For five years a resident of the State of Illinois. For two years prior to election a resident of the district from which he is to be elected. Must be at least 25 years of age to be a Senator, or at least 21 years of age to be a Representative. No member may hold other office or paying position "under the United States, this State or any foreign government" (except certain minor ones) during his term of office.</p>
Suggested Qualifications.	Although there are no provisions for further qualifications, considering the magnitude of the work of the Assembly in legislating for the heterogeneous population of the state, whose members vary so widely industrially, educationally, financially, socially, and in their religious views, it seems expedient to consider such qualifications as training and experience, ideals and personality, and too much stress cannot be laid upon character, integrity, interest and earnestness of purpose. We need men with highly developed ideals as to the functions of government and its responsibility to the mass and to the individual.
Term and Salary.	The salary for members of the General Assembly is \$3,500, paid every two years, with an addition of 10 cents per mile for travel to and from the seat of government and \$50 a session for such incidentals incurred as postage, newspapers, etc. Senators hold office for four years, Representatives for two years.
Representation. (Senatorial Ratio.)	The population of the state divided by 51, as provided in Article 4, Section 6, of the Constitution, gives the ratio of representation. The 51 senatorial districts thus created are not however of equal population, since the Constitution further provides that the districts thus formed shall be of contiguous and compact territory and bounded by county lines. No district is to contain less than four-fifths of the senatorial ratio, and when a county contains the ratio and three-fourths, it may be divided into districts. Thus some districts comprise more than one county, while more largely populated counties may contain more than one district, as Cook County does. The Constitution provides that every ten years the General Assembly shall redistrict the state on the basis of the population as announced after the Federal census (see map, page 63, and Chapter I, Technique of Voting, page 5).
Number.	One senator (51 in all) and three representatives (153) are elected directly by the people from each senatorial district on the Tuesday after the first Monday of November having been nominated previously by their respective parties.
Presiding officer.	The Lieutenant Governor is presiding officer of the Senate. The presiding officer of the House of Representatives is called the

Speaker of the House and is elected by the House from its own members.

The election of Senators occurs every four years; in the even-numbered districts in 1920, 1924, etc., and in the uneven-numbered districts, at the intervening general elections or in 1922, 1926 etc. Election.

The election of Representatives is accomplished by a system of voting called cumulative voting. (See Chapter I, Technique of Voting, page 12.)

ELECTIVE OFFICIALS—EXECUTIVE

According to the Constitution the Executive Branch of the Government consists of seven officials, namely:

- | | |
|-------------------------------|-----------------------------|
| 1. Governor | 5. State Treasurer |
| 2. Lieutenant-Governor | 6. Superintendent of Public |
| 3. Secretary of State | Instruction |
| 4. Auditor of Public Accounts | 7. Attorney-General |

The statutes provide for the Trustees of the University of Illinois.

The chief duty of the Governor, vested with the supreme executive power of the state, is to take care that the laws are carefully executed. 1. Governor.

He may call out the state naval and military forces of which he is commander-in-chief (except when they are in the service of the United States) to execute the laws, suppress insurrection or repel invasion. Duties.

He shall by message, at the commencement of each session of the Legislature and at the close of his term of office, give to the General Assembly information as to the condition of the state, and shall recommend such measures as he deems expedient, and he may, on extraordinary occasions, by proclamation stating the purpose, convene the General Assembly and they may entertain no business except that for which they are called together.

One of the most important duties of the governor is nominating, with the advice and consent of the Senate, and appointing all state officers provided for by the Constitution or subsequent statutes, whose appointment or election is not otherwise provided for by law. In the event of vacancies occurring in such offices, during the recess of the Senate, he may make temporary appointments to endure until the next meeting of the Senate when he shall nominate and proceed in the usual way (see Appointive Officials, page 71).

The governor has power to remove from office for incompetence, neglect of duty, or malfeasance in office, any officer whom he may appoint.

The governor has power to grant reprieves, commutations and pardons after convictions.

The only qualifications for governor mentioned in the Constitution are:

1. That he shall have attained at least 35 years of age.
2. Been for five years next preceding his election a citizen of the United States.

Qualifications.

	3. Been for five years next preceding his election a citizen of the state.
Requirements.	The Constitution requires him to hold no other office during his term of office and that he reside at the State Capitol City (Springfield).
	These apply to all seven elective executives except lieutenant governor.
Term and Salary.	The governor's yearly salary is \$12,000, together with the use and occupancy of the executive mansion during his term of four years.
Election.	The governor and all other state executive officers are elected directly by the people on the first Tuesday after the first Monday of November.
	The governor, lieutenant-governor, secretary of state, and auditor of public accounts are to be elected in 1920, 1924. etc., or at the same time as the even-numbered senatorial districts elect senators.
2. Lieutenant Governor. Duties.	In the event of death, resignation, disqualification, or incapacity of the governor, the lieutenant-governor performs the duties of governor.
	As presiding officer of the senate he is president of the senate but may only cast a vote in the event of a tie.
Qualifications.	The qualifications for lieutenant-governor are the same as for governor.
Requirement.	The lieutenant-governor is not required to live in the State Capitol City.
Term and Salary.	The lieutenant-governor serves for four years at a salary of \$2,500 a year except when the powers and duties of the governor devolve upon him, in which event he is entitled to the same emoluments as the governor during the continuance of such duties.
3. Secretary of State.	The chief duties entrusted to the secretary of state are:
Duties.	The safe-keeping of his office with all laws, acts, resolutions, bonds, papers and records which are, or will be deposited therein, The preserving of all books, bills, documents and papers of both houses of the general assembly,
	The keeping of a register of all official acts of the governor,
	The issuing of charters of the organization of corporations, villages and cities, and the issuing of some state licenses.
	He shall have charge of the state fuel, stationery, etc., keep in repair and preserve from waste, certain properties and appurtenances belonging to the state.
	Immediately after the adjournment of the General Assembly he shall prepare a printer's copy of what is to be known as the "Session Laws of Illinois."
Term, Salary, and Election.	The salary of the secretary of state is \$7,500 annually for a term of four years. Elections to occur in 1920, 1924, etc.
4. Auditor of Public Accounts.	The duties which devolve upon the Auditor of Public Accounts are:
Duties.	To keep account of the accounts of the state with the United States and with any state or territory, with corporations and individuals, and with all public officers having accounts with the state.
	To audit all accounts of public officers who are paid out of the state treasury, or members of the legislature and all other persons

authorized to receive money out of the state treasury by virtue of any appropriation made, or to be made by law, particularly authorizing such account.

Apportions the common school fund according to law.

The auditor, together with the governor and treasurer determine the rate of taxation necessary to meet the amount required by the General Assembly.

There are no provisions requiring that the auditor shall have had any accounting or auditing experience to fit him for the supervision of a department of auditing.

Four years and he receives \$7,500 annually.

The Tuesday after the first Monday of November (occurring in 1920, 1924, etc.).

The treasurer has charge of all State money and also receives certain moneys from the United States for disabled sailors and soldiers in homes.

Being thus entrusted with a vast amount of money, the State Treasurer is required to give a large bond, the amount of which may be increased at any time by the Governor.

He may not hold office two successive terms. Two years. \$10,000 annually.

Election occurs on Tuesday after the first Monday in November occurring in 1920, 1922, 1924, 1926, etc.

The Superintendent of Public Instruction, together with the Governor and the Secretary of State constitute a Board of Commissioners for the management of the State Library.

It is his duty to visit the charitable institutions of the State which are educational in character, to examine their facilities for instruction and receive reports on educational matters from the superintendents of such institutions.

To supervise all the common and public schools of the State and to file separately for each year all papers and reports and public documents transmitted to him by the school officers of the counties.

To counsel and confer with experienced and practical teachers as to the best methods of conducting common schools and to advise and assist county superintendents of schools in conducting schools, constructing school houses, and in examining and procuring competent teachers.

To hear and determine all controversies arising under school laws of the state and coming to him by appeal from county superintendents of schools and be legal adviser of school officers and give, and have written, opinions upon questions arising under the school law of the state.

To grant certificates to such teachers as may be found qualified to receive them and "to suspend the operation of any state certificate for immorality or other unprofessional conduct."

To give reports to the governor at certain specified times.

There are specified powers given by statute to the superintendent of public instruction, as follows:

To designate the statistics and other information relating to public schools which he wishes reported to him and require trustees of schools of each township to give required reports at any time.

Qualifications.

Term, Salary and Election.

5. State Treasurer. Duties.

Requirement.

Term, Salary, Election.

6. Superintendent of Public Instruction. Duties.

Powers.

To authorize county superintendents of schools to procure such assistance as may be necessary to conduct teachers' institutes.

To require the county superintendents of schools to furnish him with such information as he may desire to include in his report to the General Assembly.

To require annual reports from authorities of townships, cities or districts maintaining schools under authority of special charters.

To remit, upon the recommendation of the county superintendent of schools or for other good and sufficient reasons, the forfeiture of the school fund of any township which may have failed to make the reports required by law.

To require the auditor of public accounts to withhold from the county superintendent the amount due his county from the state school fund or the same county superintendent for his compensation until the report required by law annually before the 15th day of August, has been furnished.

**Term,
Salary,
Election.**

Four years.

\$7,500 annually.

Election occurs on the Tuesday after the first Monday in November, occurring in 1922, 1926, 1930, etc.

**7. Attorney
General.**

Duties.

The Attorney General shall appear for, and represent the people of the State before the Supreme Court in all cases when the State or its people are interested, and he shall prepare drafts for contracts and other writings relating to subjects in which the State is interested.

His duties further are:

To institute and prosecute all actions and proceedings in favor of or for the use of the State, necessary in the execution of the duties of any officer of the State, and to defend in any court of the United States actions and proceedings against any such officer in his official capacity and keep a register of all such cases,

To advise and give written opinions to the Governor and State officers, and to either branch of the General Assembly when requested to do so, and to keep in his office a book in which he shall record all official opinions given,

To enforce proper application of funds appropriated to State institutions, prosecute all breaches of trust in the administration of such funds, and also to prosecute corporations for refusal to make report required of them by law,

"And he shall perform such other duties as may, from time to time, be required by law."

**Qualifica-
tions.**

While there is no constitutional provision requiring it, it is generally recognized that an attorney general must have been admitted to the bar.

**Term,
Salary,
Election.**

Four years.

\$10,000 annually.

Tuesday after the first Monday in November, occurring 1920, 1924, 1928, etc.

**Trustees
of the
University
of Illinois.**

There are nine trustees of the University of Illinois elected from the State at large directly by the people on the Tuesday next after the first Monday of November. They serve a term of six years, three being elected every other year, or in 1920, 1922, 1924, etc. For nomination of, see Chapter I, page 7.

APPOINTIVE OFFICIALS—EXECUTIVE

The Civil Administrative Code of Illinois, House Bill No. 279, approved March, 1917, provides for the creation of nine State Departments of government, each with a director appointed by the Governor, with the advice and consent of the Senate for a term of four years, beginning the second Monday of January next after the election of a Governor.

Civil Administrative Code.

"One of the main objects of the enactment of the code was to unify administration and to centralize related powers and functions."

"There are ninety-six divisions reporting to the nine departments created."

- | | |
|---|---|
| 1. Department of Finance | 6. Department of Public Welfare |
| 2. Department of Agriculture | 7. Department of Public Health |
| 3. Department of Labor | 8. Department of Trade and Commerce |
| 4. Department of Mines and Minerals | 9. Department of Registration and Education |
| 5. Department of Public Works and Buildings | |

Departments Created.

Each department under its director shall maintain offices in the Capitol open for business from 8:30 a. m. to 5 p. m. daily except Sundays and holidays.

Duties of Departments. (General.)

Each shall adopt and keep an official seal and report annually to the Governor in writing the conditions, management and financial transactions of the department.

Shall employ necessary employees according to the Civil Service laws and shall fix compensations not fixed by law.

Each shall prescribe regulations not inconsistent with law for the government of the department.

The directors of all departments shall devote full time to, and hold no other remunerative office than the one to which appointed.

Requirements of Directors.

Shall give bonds (the amount to be fixed by the Governor) for not less than \$10,000 with security, conditioned for the faithful performance of duty.

Shall, before entering upon their duties, take and subscribe to the Constitutional Oath.

Advisory and Non-Executive Boards are created in the Departments of Agriculture, Labor, Public Welfare, Public Health and the Department of Registration and Education, and the members of such boards serve without compensation.

Advisory and Non-Executive Boards Created.

Such Boards shall consider the entire field under their respective departments and advise the executive officers of the departments upon request.

Duties of Such Boards.

Recommend policies and practices, and give advice and make recommendations to the Governor and General Assembly.

Investigate the conduct of work of their department.

Adopt rules, not inconsistent with law, for the internal control and management of the department.

Hold meetings not less frequently than quarterly, the minutes of which shall be public record, and notify the Governor and director of the department of the time and place of such meetings, giving them the opportunity to be present and to be heard upon any matter coming before such Board.

1. Department of Finance.**Duties and Powers.**

The Department of Finance is vested with the power to prescribe and require the installation of a uniform system of bookkeeping, recording and reporting of the several departments.

To provide for reports from the several departments;

To supervise and examine into the accuracy and legality of the accounts and expenditures of other departments;

To examine accounts of every private corporation, institution, association or board, receiving an appropriation from the General Assembly and report to the Attorney General all facts showing illegal expenditures of public moneys, or misappropriation of public property, etc.;

To prescribe the manner and method of certifying that funds are available and adequate to meet all contracts and obligations;

To prepare and present the State budget to the Governor;

To formulate plans for better co-ordination of departments.

\$7,000 annually for the director.

Salary.**2. Department of Agriculture.****Duties and Powers.**

The Department of Agriculture shall exercise the rights, powers and duties previously invested by law in

The Board of Live Stock Commissioners

The State Veterinarian

The Stallion Registration Board

State Inspector of Aviaries

State Food Department

State Entomologist, and all their secretaries, assistants, officers, and employees.

This department shall be custodian of and have policed the State Fair Grounds, and hold annually a State Fair, and shall adopt and promulgate rules and regulations to govern the same,

Shall prevent fraud in the manufacture and sale of commercial fertilizer, and

Shall produce and manufacture biological products to be sold at cost to live stock producers,

Inquire into causes of contagious, infectious, and communicable diseases among animals,

Encourage and promote improved methods of conducting in a practical manner the interests of agriculture, horticulture, live stock industry, dairying, poultry, and bee-keeping, forestry, fishing, the production of wool and all allied industries, and collect and publish statistics of value to such interests in the State, and

Encourage the planting of trees and shrubs.

\$6,000 a year for the Director.

Salary.**Commission.**

There is a Standard Food Commission in this department and a Board of Agricultural Advisors.

3. Department of Labor.**Duties and Powers.**

The Department of Labor shall exercise the rights, powers and duties previously invested by law in

Commissioners of Labor

Superintendent of Free Employment Offices

Chief Inspector of Private Employment Agencies.

State Factory Inspection Service

State Board of Arbitration and Conciliation

State Industrial Board, and their secretaries, assistants, officers and employees.

This department is to foster, promote, and develop the welfare of wage earners, improve working conditions, and advance opportunities for profitable employment, and

To collect, collate, assort, systematize and report statistical details relating to all departments of labor especially in its relation to commercial, industrial, social, educational and sanitary conditions, concerning the leading industries of the State and concerning employment.

The director's salary is \$5,000 annually.

Salary.

There is an industrial commission in this department consisting of five members, each at a salary of \$5,000 a year.

Commission.

The Department of Mines and Minerals shall be invested with the rights, powers, and duties previously invested by law in

4. The Department of Mines and Minerals.
Duties and Powers.

State Mining Board

State Mining Inspectors

Miner's Examining Commission

Mine Fire Fighting and Rescue Station Commission, and their secretaries, assistants, officers, and employees.

The department shall acquire and diffuse information concerning the nature, causes, and prevention of mine accidents and the improvement of methods, conditions and equipment with special reference to health and safety and the conservation of material resources, and

Shall promote technical efficiency.

The annual salary of the director is \$5,000.

Salary.

The Mining Board in the Department of Mines and Minerals shall, in addition to the general provisions

Advisory Board.

Hold meetings as shall be necessary for the proper discharge of its duties,

Conduct and hold examinations, and pass on practical and technological qualifications, and personal fitness of persons seeking certificates of competency as mine managers, examiners, and hoisting engineers,

Conduct examinations annually giving public notice thereof,

Supervise, control and direct a State Mining Inspection Service.

There is also a Miners' Examining Board of the Department of Mines and Minerals consisting of four members each receiving \$1,800 annually.

Miners' Examining Board.

The Department of Public Works and Buildings shall be invested with the powers, rights and duties previously invested by law in

5. Department of Public Works and Buildings.

State Highway Service

Canal Commissioners

Rivers and Lakes Commissioners of Illinois

Illinois Waterway Commissioners

Illinois Park Commission

Fort Massac Trustees

Lincoln Homestead Trustees

Duties and Powers.

Lincoln Monument Grounds

Superintendent of Printing, and their secretaries, assistants, officers, and employees.

It shall make contracts for and supply telephone, telegraph, fuel, water, furniture, general office equipment, building service, etc., of the several departments (except such as are distributed by the Secretary of State),

Shall procure and supply clothing, instruments, apparatus, subsistence and provisions for all charitable, penal and reformatory institutions,

Shall have prepared plans and estimates for public buildings and shall have general supervision over the erection, construction, and also the repairs of buildings,

Shall provide plans and models for the construction and perfection of systems of sewerage, drainage, and plumbing in connection with State buildings and grounds, and

Erect and maintain public monuments, and lease for a space of not more than two years storage space for the several departments, and shall lease office space in buildings for the department when required and also lease any unproductive or unused lands or other property of the departments.

Salary.

The director's annual salary is \$7,000.

Advisory Boards.

The several advisory boards of this department and their special duties are as follows:

The Board of Art Advisors shall advise regarding the artistic character of state monuments and buildings and their decoration.

The Board of Water Resource Advisors shall advise regarding the riparian rights of the state and the development, uses, and conservation of water resources.

The Board of Highway Advisors shall advise regarding the improvement, construction, and maintenance of the state highways.

The Board of Parks and Buildings Advisors shall advise regarding the maintenance and improvement of state parks, buildings and monuments.

6. Department of Public Welfare.

The Department of Public Welfare shall exercise the rights, powers and duties previously invested by law in

Board of Administration,

State Deportation Agent and Assistants,

State Agent for Visitation of Children,

Commissioners and all officers and agents of the Illinois State Penitentiary at Joliet, the Southern Illinois State Penitentiary, the Illinois State Reformatory,

Board of Prison Industries of Illinois,

Board of Pardons,

Board of Classification, and all their secretaries, assistants, officers and employees.

Salary.

The salary of the director of this department shall be \$7,000 a year.

The Board of Public Welfare Commissioners of this department in addition to the powers, duties, etc., invested in advisory and non-executive boards shall:

Advisory Board.

Investigate into the condition and management of the whole system of charitable, penal and reformatory institutions of the state, including hospitals;

Investigate, at the request of the Governor, and make report to him, into all and any phases of the equipment, management or policy of such state institutions;

Make such inquiries also regarding all institutions under the supervision and inspection of the department of public welfare;

Collect and publish annual reports relating to crime and insanity.

The Department of Public Health shall exercise the duties, powers, and rights vested by law in the State Board of Health (except such as come under the act to regulate the practice of embalming and such as come under the act to regulate the practice of medicine.)

7. Department of Public Health.

Powers and Duties.

The department shall have general supervision of the interests of the health and lives of the people of the state and of such matters as pertain to the advancement of health and longevity;

Shall purchase and distribute free of charge to citizens, diphtheria antitoxin, typhoid vaccine, and other vaccines, sera and prophylactics as are of recognized efficiency in the prevention and treatment of communicable diseases.

For the director, \$6,000 annually.

Salary.

This department shall have power through the Public Utilities Commission created by this act to exercise the rights, powers and duties previously vested by law in the State Public Utilities Commission.

8. Department of Trade and Commerce.

Also to exercise the rights, powers and duties previously vested by law in

Duties and Powers.

The Insurance Superintendent,
The Grain Inspection Service,
State Fire Marshal,

Inspectors of automatic couplers, power brakes and grab irons,

Inspectors of hand holds on railroads, locomotives, tenders, cars and similar vehicles, and their secretaries, assistants, officers, and employees.

The department shall execute and administer all laws and regulations relating to weights and measures, standards of quantity and quality of and for all commodities, and for the safety and purity of illuminating oils and gasoline.

The annual salary of the director is \$7,000.

Salary.

It is the duty of the Public Utilities Commission of the Department of Trade and Commerce to see that the provisions of both state constitution and statutes affecting public utilities are enforced and obeyed, where enforcement is not vested in some other officer or tribunal, and that violators are prosecuted and penalties due the state are recovered and collected.

Public Utilities Commission.

Duties and Powers.

	The commission shall have supervision over all public utilities.
	Shall hold meetings at least once a month at its office in the Capitol, and may call special meetings and hold them anywhere within the State.
Qualifications.	<p>Members of this commission must:</p> <p>Not be in the employ of, holding any official relation to, or holding stocks or bonds in, or in any manner be pecuniarily interested in, directly or indirectly, any corporation subject in whole or in part to regulation by the commission.</p> <p>Not more than three members of the commission shall be affiliated with the same political party.</p>
Term.	Six years.
Salary.	\$7,000 a year for four members of the commission and \$4,000 for one member.
Number.	There are five members of this commission appointed by the Governor, and the chairman is designated by the Governor.
	The Department of Registration and Education shall exercise the duties, powers, and rights previously vested by law in:
9. Department of Registration and Education.	The Boards of Trustees of the five State Normal Schools,
	Board of Live Stock Commissioners relating to the practice of veterinary medicine and surgery, Board of examiners of horse-shoers, Board of examiners of architects and constructional engineers,
Duties and Powers.	<p>State Board of Health relating to the practice of medicine, midwifery, embalming, etc.</p> <p>State Board of Pharmacy, dental examiners, nurse examiners, optometry examiners, and barber examiners.</p> <p>The department shall:</p> <p>Investigate and study, and prepare plans for the conservation and development of the natural resources of the State,</p> <p>Conduct a natural history survey of the State,</p> <p>Publish reports covering the entire zoological and botanical field of the State,</p> <p>Maintain a State Museum and supply natural history specimens to State educational institutions and schools,</p> <p>Investigate the entomology of the State,</p> <p>Conduct experiments with methods for the prevention, arrest, abatement of insects injurious to persons or property, and instruct the people regarding the same, and publish articles regarding injurious and beneficial insects of the State,</p> <p>Study the geological formation of the State as regards its resources, ores, clays, building stone, cement, etc., publish maps and bulletins regarding the same and co-operate with the United States Geological Survey,</p> <p>Collect facts and data concerning the water resources and determine standards of purity of drinking water for various sections of the State, and publish such investigations, and conduct analysis of samples of water from municipal and private resources,</p>

The department of registration and education shall, wherever the several laws regulating professions, trades, and occupations which are devolved upon the department for administration so require, exercise, in its name, but subject to the provisions of this act, the following powers:

9. Department of Registration and Education.—
(Continued.)

1. Conduct examinations to ascertain the qualifications and fitness of applicants to exercise the profession, trade, or occupation for which an examination is held; and pass upon the qualifications of applicants for reciprocal licenses, certificates and authorities;

2. Prescribe rules and regulations for fair and wholly impartial method of examination of candidates, to exercise the respective professions, trades and occupations;

3. Prescribe rules and regulations defining, for the respective professions, trades and occupations, what shall constitute a school, college or university, or department of a university, or other institutions, reputable and in good standing, and to determine the reputation and good standing of the school, college or university, or department of a university, or other institution, reputable and in good standing, by reference to a compliance with such rules and regulations;

4. Adopt rules providing for and establishing a uniform and reasonable standard of maintenance, instruction and training to be observed by all schools for nurses which are to be deemed reputable and in good standing, and to determine the reputability and good standing of such schools for nurses by reference to compliance with such rules and regulations;

5. Establish a standard of preliminary education deemed requisite to admission to the school, college or university, and to require satisfactory proof of the enforcement of such standard by schools, colleges and universities;

All certificates, licenses and authorities shall be issued by the department of registration and education, in the name of such department, with the seal thereof attached.

6. Conduct hearings on proceedings to revoke or refuse renewal of licenses, certificates or authorities of persons exercising the respective professions, trades, or occupations, and to revoke or refuse to renew such licenses, certificates or authorities.

The salary of the director is \$5,000 a year.

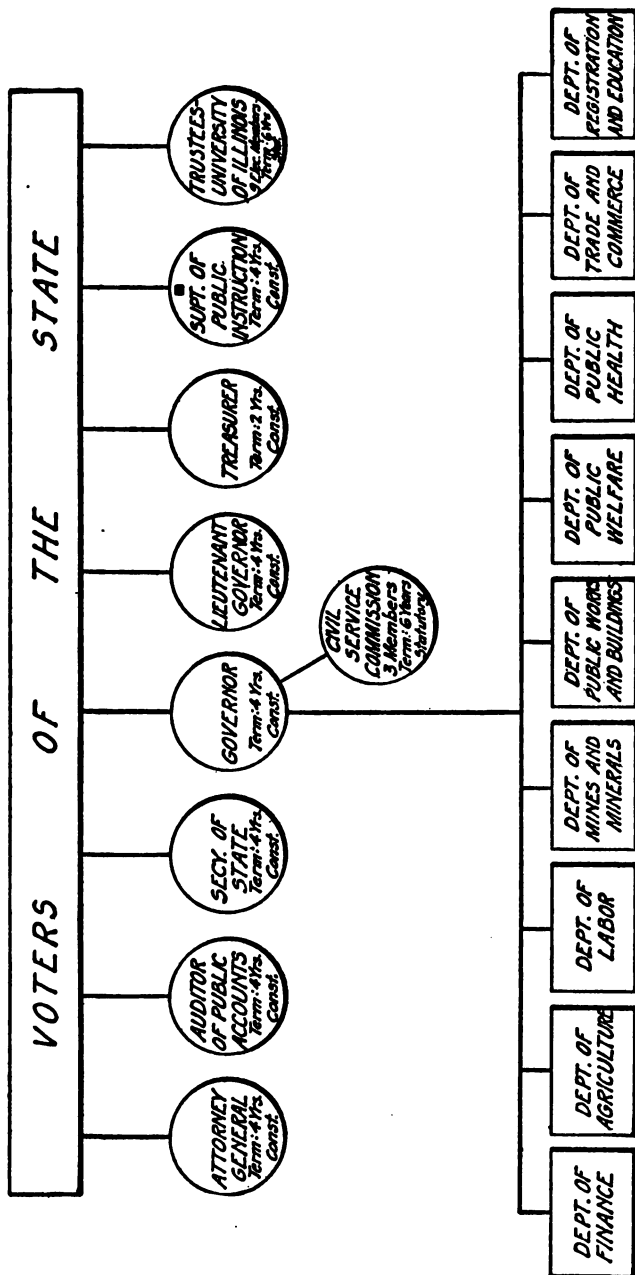
Salary.

The following advisory boards exist in the department of Registration and Education:

Advisory Boards.

Board of Natural Resources and Conservation
Board of State Museum Advisors, and
Normal School Board

ILLINOIS
ORGANIZATION OF STATE ADMINISTRATION
UNDER THE CIVIL ADMINISTRATIVE CODE OF 1917
AS AMENDED IN 1919



Departments created under the Civil Administrative Code are indicated by squares.
Adjutant General and a few minor and temporary agencies have been omitted
from this chart.

■ Ex officio member of Board of Trustees—University of Illinois.

APPOINTIVE OFFICIALS UNDER CIVIL SERVICE

The State Civil Service Commission classifies all offices and places of employment in the State service with reference to the duties thereof, for the purpose of establishing grades and of fixing and maintaining the standards of examinations and indicating lines of promotion.

First—By segregating all such offices and places of employment in primary groups. Each group, under an appropriate title and definition, includes offices and places of employment in which the duties and qualifications demanded of the occupants are so similar that the same examination will serve to test the fitness of applicants and in which vacancies may be filled by certification from the same eligible list. Each such primary group shall constitute a "grade."

Second—By arranging grades in ranks and classes with reference to promotions. Each class includes grades of different ranks but of such similar duties that vacancies in higher ranks may be filled by promotions from the lower ranks of the same class.

There are at present the following promotional classes, each with various ranks, the Department Clerical service having the largest number of ranks, or seven in all:

1. Architectural Service
2. Sanitary Engineering Service
3. Highway Engineering Service
4. Utilities Engineering Service
5. Department Medical Service
6. Operating Engineering Service
7. Department Nursing Service
8. Department Laboratory Service
8. (a) Bacteriological Service
9. (b) Food Laboratory Service
10. (c) Highway Laboratory Service
11. (d) Grain Laboratory Service

Promotional
Classes.

Accounting Service

12. (a) Utilities Accounting Service
13. (b) Rate Accounting Service

Department Clerical Service

14. (a) Free Employment Service
15. (b) Grain Clerical Service
16. (c) Insurance Clerical Service
17. (d) Tax Clerical Service
18. (e) General Department Clerical Service
19. (f) Department Stenographer Service
20. (g) Department Typist Service

Inspectional Service

21. (a) Factory Inspection Service
22. (b) Fire Prevention Service
23. (c) Food Inspection Service
24. (d) Game and Fish Service
25. (e) Grain Inspection Service

Department Examining Service

26. (a) Industrial Examining Service
27. (b) Civil Service Examining Service

Institutional Professional Service

- 28. (a) Institution Medical Service
- 29. (b) Institution Pathological Service
- 30. (c) Institution Psychiatric Service
- 31. (d) Institution Occupational Therapy Service
- 32. (e) Institution Psychiatric Nursing Service
- 33. (f) Institution General Nursing Service

Institutional Investigational Service

- 34. (a) Social Service
- 35. (b) Home Visitation Service
- 36. Institutional Clearing Service
- 37. Institutional Teaching Service
- 38. Institutional House Officer Service

Prison Service

- 39. (a) Prison Custodial Service
- 40. (b) Prison Teaching Service
- 41. Library Service

**Appoint-
ments.**

Whenever a position classified under this Act is to be filled, the appointing officer shall make requisition upon said commission, and the commission shall certify to him the name and address of the candidate standing highest upon the register of eligibles for said position, except that in case of laborers, when a choice by competition is impracticable, said commission may provide by its rules that the selection shall be made by lot from among those candidates proved fit by examination. The appointing officer shall notify the commission of each position to be filled separately and shall fill such position by the appointment of the person certified to him by said commission therefor, which appointment shall be on probation for a period of not more than three months, to be fixed by the rules. At any time during the period of probation the appointing officer may discharge a person so certified and shall forthwith notify the commission in writing of such discharge. If such person is not thus discharged, his appointment shall be deemed complete.

"There are 6,377 Civil Service employees working under 576 titles, and with few exceptions these employees are receiving salaries within the minimum and maximum prescribed by the commission. Salaries range from \$25 a month with full maintenance to \$200 a month with full maintenance and to \$300 a month without maintenance."

Few policy determining positions are filled from the Civil Service list, the heads of most departments being appointed.

There are in the State 876 officers and employees not under Civil Service and this includes a miscellaneous list from the Governor to watchmen.

ELECTIVE OFFICIALS—JUDICIAL

The State Constitution and Statutes invest in a system of courts the authority to decide controversies, thus interpreting the State laws and municipal ordinances. This system of courts includes:

- 1. Supreme Court
- 2. Appellate Court
- 3. Circuit Court
- 4. County Court
- 5. Probate Court

The chief work of the Supreme Court, the highest court of the state, is reviewing and considering the decisions of the lower courts.

It has original jurisdiction in cases of revenue, in Mandamus and Habeas Corpus, and hears some few other cases of public importance.

It is vested with power and authority to carry into execution all of its judgments and decrees and determinations. Only in cases involving a Federal question can an appeal be taken from any decision of the State Supreme Court.

To be a judge of the State Supreme Court one must

1. Be at least 35 years of age.
2. A citizen of the United States.
3. For five years preceding his election a resident of the state.
4. A resident of the district from which he is elected.

Nine years.

\$10,000 annually.

The state is divided into seven judicial districts with as nearly even population as possible, each composed of contiguous counties in as nearly compact form as circumference will permit. (See Chapter I, Technique of Voting, page 6.)

The Supreme Court consists of seven judges, one elected from each of the seven judicial districts, who serve in rotation as chief justice for a period of one year.

Court is held in Springfield, terms commencing on the first Tuesday of February, April, June, October and December.

Judges of the Supreme Court are elected on the first Monday of June every nine years. Elections occur in different years in the different districts, five are elected one year, one another year, and one still another year.

In Cook County, which is in the seventh Judicial district, elections will occur in 1924, 1933, 1942, etc.

The Appellate Court has power to carry into complete execution all its judgments, decrees, and determinations in all matters under its jurisdiction.

The Appellate Court is a court of record and acts as a court of review to relieve the Supreme Court.

"Appeals from nisi prius courts may be appealed to the Appellate Court and thence to the State Supreme Court but in cases involving franchise, a freehold or the validity of a statute, appeals may be taken from nisi prius courts to the State Supreme Court."

To be a judge of the Appellate Court one must have been elected a judge of the Circuit Court and designated by the Supreme Court a judge of the Appellate Court.

They are appointed to the Appellate Court for a term of three years at the same salary as Circuit Court judges.

There are four districts of the Appellate Court in Illinois, three outside of the county of Cook, which comprises the first district.

Three judges are appointed to serve in each of the four districts of the Appellate Court. The first district, "Cook County, has two branch Appellate Courts each with three judges."

1. Supreme Court.

Jurisdiction.

Qualifications.

**Term,
Salary,
Districts.**

Number.

Terms of Court.

Elections.

2. Appellate Court.

Jurisdiction.

Qualifications.

Term and Salary.

Districts.

Number.

3. Circuit Court.**Jurisdiction.**

The Circuit Court is a court of record, and it has original jurisdiction in all causes of law and equity. It has jurisdiction in suits between individuals, proceedings for public benefit, such as criminal prosecutions and such cases as are begun in the Circuit Court. (In Cook County the criminal cases are handled by a special court known as the Criminal Court, a branch of the Circuit Court (see Chapter IV, County Government, page 61).)

Qualifications.

A judge of the Circuit Court must have attained at least twenty-five years of age.

He must be a citizen of the United States.

A resident of the State five years next preceding his election.

A resident of the Circuit from which he is elected.

Term.

Six years.

Salary.

Circuit judges are paid out of the State Treasury five thousand dollars annually.

Circuit judges in the County of Cook receive an additional salary paid out of the County Treasury "to make their total salary not to exceed twelve thousand dollars annually."

Circuits. Representation.

The state, outside of counties of population of 100,000 (Cook County) is divided into seventeen judicial circuits. (See Chapter IV, page 60.)

Number.

Three judges are elected from each circuit.

Juvenile Court.

The Juvenile Court is a branch of the Circuit Court and may be established only in counties of a population of over 50,000. (See Chapter IV, County Government, page 61.)

Criminal Court. County Court.

The Criminal Court is a branch of the Circuit Court in Cook County. (See Chapter IV, County Government, page 61.)

For duties, powers, etc., see Chapter IV, County Government, page 61.

Clerks of the Courts.

The law provides for the election of one clerk in each of the four grand divisions of the Supreme Court, one for the Circuit Court of each County, one for the Superior Court of Cook County, and one for the Criminal Court of Cook County.

Duties.

The general duties of clerks of the various courts are:

To have custody of the court seal.

To attend the sessions of their respective courts, and keep and preserve complete records of the proceedings and determinations thereof.

To perform all other duties pertaining to their offices as may be provided by rules or orders of their respective courts.

Elections.

They are elected directly by the people on the Tuesday after the first Monday in November. The year varies.

All judicial officers are commissioned by the Governor.

All judges of Courts of records, those heretofore mentioned, which are inferior to the Supreme Court, report to the Supreme Court in writing such omissions and defects in laws as their experience suggests.

City Courts.

Every city court including the Municipal Court of Chicago has in both civil and criminal cases concurrent jurisdiction within the city limits with the Circuit Court. (See Chapter III, City and Town Government, page 45.)

APPOINTIVE OFFICIALS—JUDICIAL

The Court of Claims shall hear and determine claims and demands, legal and equitable, liquidated and unliquidated, ex contractu, and ex delicto which the state should discharge and pay.

To hear and give opinion on controversies regarding claims or demands referred by any officer, department, institution, board or agency of the state government.

Hear and determine the liability of the state for accidental injuries or death suffered in the course of employment of employees of the state.

The Court of Claims has exclusive jurisdiction over the cases coming before it and the General Assembly can make no appropriation to pay any claim or demand unless an award therefor shall have been made by the court.

Four years.

\$1,500 yearly.

The Illinois Court of Claims consists of a Chief Justice and two judges. The Secretary of State is ex-officio Secretary of the Court of Claims.

Whenever a person dies owning, or having any right or interest in real estate within the State and has no relative or creditor within the State who will administer upon the estate of such person, it shall be the duty of the county court upon application of any person to commit the administration of such estate to the public administrator of the proper county.

Each must furnish a bond for not less than \$5,000 and the county may require additional security at any time.

Four years.

One public administrator is appointed in each county by the Governor with the advice and consent of the Senate.

**Illinois
Court of
Claims.**
How
appointed.

Term.
Salary.
Number.

**Public
Adminis-
trator.**
Duties and
Powers.

Require-
ments.
Term.
Number.

DETACHED BRANCHES OF STATE GOVERNMENT

In 1919 the legislature created the Tax Commission, which is independent of all departments.

The Tax Commission shall:

Direct and supervise the assessment for taxation of all real and personal property in this state to the end that all assessments of property be made relatively just and equal.

Confer with, advise and assist local assessment officers relative to the assessment of property for taxation.

Prescribe general rules and regulations, not inconsistent with law, for local assessment officers relative to the assessment of property for taxation, which general rules and regulations shall be binding upon all local assessment officers and shall be obeyed by them respectively until reversed, annulled or modified by a court of competent jurisdiction.

Prescribe or approve the form of blanks for schedules, returns, reports, complaints, notices and other documents, files and records authorized or required by the provision of law relating to the assessment of property, or by any rule and regulation of the commission, and all assessing officers shall use true copies of such blank forms.

**Tax
Commission.**

Duties and
Powers.

Assess the railroad property denominated "railroad track" and "rolling stock."

Assess and value, in the manner provided by law, the capital stock, including the franchise, of all companies or associations, now or hereinafter incorporated under the laws of this State, except companies and associations organized for purely manufacturing and mercantile purposes, or for either such purposes, or for the mining and sale of coal, or for printing, or for the publishing of newspapers, or for the improving and breeding of stock, or for the purpose of banking, including any such property as may have been omitted from assessment in any year or years, or which, from defective description, has not paid any taxes for any year or years.

Equalize the valuation and assessment of property throughout the state between the different counties of the state and fix the aggregate amount of the assessment for each county upon which taxes shall be extended.

Keep a correct record of its acts and doings relative to the assessment of property and the equalization of assessments.

Term.

Six years.

Salary.

\$6,000 a year each.

Number.

Three appointed by the Governor.

Civil Service Commission.

The Civil Service Commission was created by law, May 11th, 1905.

Duties.

The duties of this commission are:

To designate by rule the grade of each position.

To prescribe by rule, standards of efficiency for each grade, standards for the examination of candidates and the maximum and minimum of pay for positions in each grade.

To standardize employment in each grade and make and keep a record of the relative efficiency of each officer and employee of the classified service.

Qualifications.

The requirements upon appointment to the Civil Service are:

To hold no other lucrative office or employment under the United States, State of Illinois, or any municipal corporation or political party.

To take and prescribe to the constitutional oath of office.

Not more than two members of the commission can be of the same political party.

Term.

Six years.

Salary.

Salary of the president of the commission is \$4,000 a year and of each of the other two members \$3,000 a year.

Number, Appointed.

Three members of the Commission are appointed by the Governor with the advice and consent of the senate. One member is appointed every other year. (See page 79.)

Board of Vocational Education.

Senate Bill No. 22, approved March 6, 1919, created a Board of Vocational Education to co-operate with the Federal Board of Vocational Education. The act of congress providing for the federal board did so to promote vocational education to co-operate with states in the promotion of such education, in agriculture, the trades and industries and to co-operate with the states in the preparation of teachers for vocational subjects, also to appropriate money and to regulate its expenditures.

The Board of Vocational Education shall have power and it shall be its duty:

**Board
Powers and
Duties.**

To co-operate with the federal board of vocational education in the administration of the provisions of the federal vocational education law.

To promote and aid in the establishment of schools and classes of the types and standards provided for in the plans of, and approved by the federal board of vocational education.

To conduct and prepare investigations and studies in relation to vocational education, publishing the results.

To appoint without reference to any state civil service law necessary technical assistance, to prescribe their duties and compensations and terms of employment.

To appoint without reference to any state civil service law necessary clerks and other assistants.

To the enforcement of the provisions of the vocational education law.

To report annually in writing to the governor the extent to which vocational education has been established and maintained in the state, existing conditions of vocational education and suggestions and recommendations with reference to the development of vocational education in the state together with an itemized statement of moneys received from federal and state sources and what it has been especially devoted to.

To make the required reports to the Federal Board of Vocational Education.

This board consists of five members, namely a director of the department of registration and education who shall act as chairman, the Superintendent of Public Instruction, the Director of Agriculture, the Director of Labor and the Director of the Department of Trade and Commerce.

Number.

The members of this board serve without compensation except that they are reimbursed for actual expenses incurred in the discharge of their duties.

Salary.

PARK COMMISSIONS

"The first Board of West Chicago Park Commissioners was appointed by Governor John M. Palmer on April 26, 1869, in pursuance of an Act of the Legislature under date of February 27, 1869.

**West Park
Commission.**

"The West Park Board is a distinct municipality in itself, like the South Park and Lincoln Park Boards, independent of the City of Chicago, with absolute control over the parks, playgrounds and boulevards under its jurisdiction.

"It is composed of seven members, appointed by the Governor of the State.

"It derives its powers from the State, which involves matters of policing, lighting, taxation, maintenance, and the passage of ordinances regarding the use and supervision of its parks, playgrounds and boulevards.

"The Park System is maintained by a yearly tax levy, equal to a certain percentage of the total tax valuation levied upon the property in West Chicago Park District. No charge of any kind is made, therefore, or permitted, in connection with the use of any activity.

"The West Park District comprises 18 parks."

Lincoln Park
Commission.

The Lincoln Park Commissioners are seven in number and are appointed by the Governor for a period of five years. They maintain Lincoln Park and four smaller parks and two playgrounds, total area, 599½ acres. In Lincoln Park there is a zoo with over 50 large animals which contains numerous birds and small animals.

South Park
Commission.

The South Park Commissioners are appointed by the Cook County Circuit Court judges (see page 59) and are five in number, appointed for a term of five years. This commission maintains three large parks, Washington, Jackson and Grant, and twenty-two small parks as well as thirty-three miles of boulevard. In many of the small parks there are established neighborhood centers.

Each of the above park commissions are independent units of government within the state. Each board has power to regulate, govern and control such parks and boulevards as are under its control. The commissioners may appoint necessary officers and employees and in some cases they hold an examination in order to procure a list of eligibles to work under their respective commissions. Money is raised separately to meet the expenses incurred by the park commissions.

STATE GOVERNMENT REFERENCES.

Constitution of Illinois—1870.
Hurd's Revised Statutes—1917.
Illinois Session Laws—1919.
Illinois Blue Book—1919-20.
Report of Directors Under the Civil Administrative Code—1918.
Second Annual Report of the Department of Finance.
Daily News Almanac—1920.
Fiftieth Annual Report of the West Chicago Park Commission.
Annual Report of the South Park Commission—1919.
Reports of the State Civil Service Commission.

CONSTITUTIONAL CONVENTION

*"For several years preceding 1917, agitation existed for the calling of the Constitutional Convention to modernize our present constitution." Many civic organizations were in favor of the proposition and both dominating political parties favored the calling of the constitutional convention in the state platforms of 1916. "In Governor Lowden's inaugural message to the General Assembly in 1917, he said in part 'The time has come for a new constitution. The constitutions framed since the Civil War, including our own, have not been limited to those things which properly constitute the fundamental law of the state, but have contained many matters which are properly the subject of legislation. Legislation always depends upon existing conditions and conditions change.'"

*Illinois Blue Book, 1919-20.

In 1917 the General Assembly adopted the resolution to submit to the voters of the state in November, 1918, the question as to whether or not a constitutional convention should be called "to revise, alter, or amend the constitution of this state." In November, 1918, when the question was submitted it received an "affirmative majority of 74,239 votes.

*"The Convention met January 6, 1920, in order to adapt our constitution to present conditions, students of political affairs are agreed that certain large questions will engross the attention of the constitutional convention. These questions may be summarized as follows:

"1. *The Repeal of the Cumulative System of Voting of Representatives in the General Assembly.*" (See Chapter I, Technique of Voting, page 12.)

Some Questions to Be Considered.

"2. *A Short Ballot.* Those who favor a short ballot will urge upon the convention the excellence of the Federal system whereby a president and vice-president and members of the Senate and House of Representatives are elected and all other officers of the United States are appointed. In support of their contention they will urge that such a scheme will conduce both to efficiency and responsibility of government." (For information regarding election of federal officers, See Chapter I, Technique of Voting, page 13.)

"3. *Reorganization of the State Judiciary.* There is a widespread opinion both within and without the legal profession that our present judiciary organization is not fit to meet the needs of the day. In no branch of government has so little progress been made towards scientific methods of administration." (See Chapter V, State Government, page 80.)

"4. *Revision of the State's Taxing System.* The present rule of taxation was adopted in 1818. At the time of its adoption all property was substantially of one type—tangible property. Since that time our state has increased immensely in wealth and population. Newer and more complicated forms of wealth have developed. Intangible property is not paying its just proportion of taxes" under the rule laid down by our present constitution.

"5. *Local Government and Home Rule.* Our cities have increased vastly in population and wealth since 1870. The period of municipal home rule is urgent." Municipalities in a number of states are given great freedom in determining the form of local government needed and in solving their local problems. The problem of municipal home rule for cities of this state is urgent. (See Chapter III, City and Town Government, page 25.)

"6. *Unification of the Governments of Cook County and the City of Chicago.*" There are at present twenty-one or more local governments in Chicago and in many instances their functions overlap. (Chicago Bureau of Public Efficiency has prepared pamphlets which give much information regarding "Consolidation of Local Governments in Chicago.")

"7. *County and Township Government.* Our present system of county government is not adapted to the complex social and

*Illinois Blue Book, 1919-20.

industrial problems of today, and the system of county government does not form a co-ordinated scheme. Our township organization as organized by the present constitution is an excrescence.

"8. *Cook County Representation.* Cook County has grown more rapidly in population than has the remainder of the state and will undoubtedly demand in large measure self-government. If Cook County continues to have its representation in both houses in accordance with population it will dominate the state."

Other matters to be considered are the "*Adoption of Modern Principles of Administration, Initiative, Referendum and Recall.*"

REFERENCES

Illinois Blue Book, 1919-20.

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Bulletins issued by the Citizens' Association of Chicago.

Bulletins issued by Illinois Legislative Reference Library.

ILLINOIS VOTERS HANDBOOK

Chapter VI

FEDERAL GOVERNMENT

The government of the United States is the union of states **Introduction.** operating under the constitution. In adopting the constitution, the states limited their own power in order to grant to the federal government the right to act in matters concerning the relations of the United States with foreign countries and matters involving relations between states. Its power includes control of the postal service, coining of money, power to declare war, to enter into treaties, the control of foreign and interstate commerce, the collection of customs and many other similar powers.

The structure of the federal government is based on the federal constitution as amended together with laws passed by Congress under its authority. To a considerable extent, the effectiveness of each department and division of the government is determined by the appropriations which are given it by Congress.

Under the powers specifically reserved to the federal government, it acts directly as an executive and law enforcing agency. During the nation's history, it has become increasingly evident that the federal government could perform valuable services in relation to purely domestic matters. The recognition of the possibility of this service is responsible for the development of the important departments which act as investigating agencies and which serve in an advisory capacity to the state and local governments and to individuals. The most conspicuous illustration of this development is the department of agriculture.

Growing out of this advisory function of the federal government, is coming the system of "federal aid" which, by the granting of federal funds for certain purposes on condition that the states provide equal sums, is bringing the national government in close relation with state governments and the daily life of the individual. The power to grant these funds includes the power to establish conditions to be met in their acceptance. This provides a powerful lever for bringing communities all over the country up to the minimum standards on which federal funds may be obtained. Federal aid may now be obtained for agricultural colleges, for road-building, for vocational education, and for social hygiene. Many proposals are under discussion for the extension of this system.

Another tendency of the federal government is illustrated in the history of child labor legislation. A few years ago, the demand arose for a national child labor law. It became so strong that Congress passed a law forbidding the exchange in interstate commerce of articles on whose manufacture children have worked. The law was declared unconstitutional. Congress passed a second

law imposing a heavy tax on articles manufactured by children. This law is now before the courts.

The growing desire for national minimum standards on important conditions of life may ultimately result in constitutional amendments extending the power of the federal government in domestic matters.

**Federal
Short Ballot.**

Comparatively few of our national officials are elected by vote of the people. In fact, voters cast their ballot only for:

President and vice-president (through the medium of the electoral college).

United States senator.

United States congressman or member of the House of Representatives.

ELECTIVE OFFICIALS—LEGISLATIVE

Congress.

The Congress of the United States, the legislative body of the federal government, is composed of two houses, the Senate and the House of Representatives.

**Powers and
Duties.**

Extremely broad powers are vested in Congress. By the laws which its members enact, citizens of the whole nation must abide. The extent of their responsibility is indicated in Article I, Section VIII of the United States Constitution:

1. The Congress shall have power to lay and collect taxes, duties, imposts and excises, to pay debts and provide for the common defence and general welfare of the United States; but all duties, imposts and excises shall be uniform throughout the United States;
2. To borrow money on the credit of the United States;
3. To regulate commerce with foreign nations and among the several states, and with the Indian tribes;
4. To establish an uniform rule of naturalization, and uniform laws on the subject of bankruptcies throughout the United States;
5. To coin money, regulate the value thereof, and of foreign coin, and fix the standard of weights and measures;
6. To provide for the punishment of counterfeiting the securities and current coin of the United States;
7. To establish post offices and post roads;
8. To promote the progress of science and useful arts, by securing for limited times to authors and inventors the exclusive right to their respective writings and discoveries;
9. To constitute tribunals inferior to the supreme court; to define and punish piracies and felonies committed on the high seas, and offenses against the law of nations;
10. To declare war, grant letters of marque and reprisal, and make rules concerning captures on land and water;
11. To raise and support armies, but no appropriations of money to that use shall be for a longer term than two years;
12. To provide and maintain a navy;
13. To make rules for the government and regulation of the land and naval forces;
14. To provide for calling forth the militia to execute the laws of the Union, suppress insurrections and repel invasions;
15. To provide for organizing, arming and disciplining the militia, and for governing such part of them as may be employed in the service of the United States, reserving to the states respectively, the appointment of the officers, and the authority of training the militia according to the discipline prescribed by congress;
16. To exercise exclusive legislation in all cases whatsoever, over such district (not exceeding ten miles square) as may, by cession of particular states, and the acceptance of congress, become the seat of the government

of the United States, and to exercise like authority over all places purchased by the consent of the legislature of the state in which the same shall be, for the erection of forts, magazines, arsenals, dock-yards, and other needful buildings, and

17. To make all laws which shall be necessary and proper for carrying into execution the foregoing powers, and all other powers vested by this constitution in the Government of the United States, or in any department or officer thereof.

The legal qualifications for senator are that he shall be thirty years of age, a citizen of the United States for nine years and a resident of the state from which he is elected at the time of election.

Neither the legal qualifications, nor the possession of honesty and good intent, are sufficient for these highest law-makers. They should be citizens of political experience and distinction in their own states, persons who command respect because of their personal attainments, men or women of knowledge, judgment and maturity.

Six years. One-third of the total number of U. S. Senators is elected every two years.

\$7,500 per annum.

Each state is entitled under the United States Constitution to two senators.

Nominated at the September primary and elected on the Tuesday after the first Monday of November in even numbered years.

According to constitutional provision, every ten years Congress fixes by law the number of members to be elected to the United States House of Representatives. This is one reason for the taking of the census.

The legal qualifications for a member of the House of Representatives are that he shall be 25 years of age, a citizen of the United States for seven years and a resident of the state from which he is chosen at the time of election.

Though the Lower House is looked upon as the more "popular" branch of Congress, there is no reason for personal qualifications lower than those mentioned as necessary for United States senator.

Two years. The entire House of Representatives is elected every second year.

\$7,500 per annum.

The size of House of Representatives as fixed by Congress after the 1910 census is 435.

The limit of size fixed by the United States Constitution is one representative for each 30,000 population. With the present population of the United States, if the limit of size were allowed by Congress, the House of Representatives would consist of about 3,000 members.

The population of the United States divided by the number of United States Representatives is the "Congressional Ratio" which means, at present, that each of the 435 members of the Lower House represents about 200,000 population.

For Illinois representation, see Chapter I Technique of Voting, page 5.

Nominated at September primary and elected on the Tuesday after the first Monday of November of even numbered years.

United States Senator.

Qualifications.

Term.

Salary.

Number.

Election.

United States Representative in Congress.

Qualifications.

Term.

Salary.

Number.

Congressional Ratio.

Election.

CONGRESSIONAL DISTRICTS



ELECTIVE OFFICIALS—EXECUTIVE

The executive power of the national government is vested in the president. His powers and duties are defined by the constitution as follows:

President.
Powers
and Duties.

"First. The president shall be commander-in-chief of the army and navy of the United States, and of the militia of the several states, when called into the actual service of the United States. He may require the opinion, in writing, of the principal officers in each of the executive departments, upon any subject relating to the duties of their respective offices; and he shall have power to grant reprieves and pardons for offenses against the United States, except in cases of impeachment.

"Second. He shall have power, by and with the advice and consent of the senate, to make treaties, provided two-thirds of the senators present concur; and he shall nominate, and, by and with the advice and consent of the senate, shall appoint ambassadors, other public ministers and consuls, judges of the supreme court, and all other officers of the United States, whose appointments are not herein otherwise provided for, and which shall be established by law. But the congress may, by law, vest the appointment of such inferior officers, as they shall think proper, in the president alone, in the courts of law, or in the heads of departments.

"Third. The president shall have power to fill up all vacancies that may happen during the recess of the senate, by granting commissions, which shall expire at the end of their next session."

"He shall, from time to time, give to the congress information of the state of the Union; and recommend to their consideration such measures as he shall judge necessary and expedient. He may, on extraordinary occasions, convene both houses, or either of them, and in case of disagreement between them, with respect to the time of adjournment, he may adjourn them to such time as he shall think proper. He shall receive ambassadors and other public ministers. He shall take care that the laws be faithfully executed; and shall commission all officers of the United States."*

No person can be president or vice-president, according to the constitution, unless he is a natural born citizen, 35 years of age, and has been a resident in the United States 14 years.

Qualifications.

Such legal qualifications are mere formulae when one considers the type of leadership needed. The president of the United States is "the business head of the government. In that position he must be statesman enough to see that government primarily means public business, and must act to place all public affairs upon a honest, open, efficient, economical basis."*

The president must face intricate and far-reaching problems. Among these are the relation of our government to other governments, the country's enormous financial obligations, the federal government's share in the stimulation of agriculture and commerce, its relation to our transportation system, its increasing responsibility toward the education and health of its citizens and the part

*Constitution of United States, Article II, §§ 2 and 3.

*"The Next President," Lynn Haines in the Searchlight, April, 1920.

of the government as representative of the public in the determination of industrial relations between employer and employee.

Factors which have frequently controlled the election of a president in the past—such as business association, religious affiliation, party loyalty, acceptability to a wide range of political interests, residence in a "pivotal state," such factors are in reality, only the most random qualifications for a chief executive.

Whether or not the field of choice presents a man with sufficiently high qualifications for the task before him, the citizen must prepare himself to judge. His preparation must lie in informing himself through biographies, periodicals of public opinion, and examination of platforms, upon "the facts about candidates, and the methods and motives of their selection."*

Term. The president serves for four years. His inauguration takes place on March 4th following the election.

Salary. The president receives \$75,000 per annum together with other special allowances.

Nomination. Nominees for president are selected by the national party conventions held during the spring and summer preceding the election. (See Chapter I, Technique of Voting, p. 7.)

Election. The president is elected on the first Tuesday after the first Monday in November of every fourth year, 1920, 1924, etc., the voters of the United States ballot for presidential electors. Those elected form the electoral college, which meets in January following the election, and ballots for president and vice-president. (For the full process of nominating and electing these officials see Chapter I, Technique of Voting, page 12).

Oath of Office. The president is required by the constitution to take the following oath of office before entering upon his duties:

"I do solemnly swear (or affirm) that I will faithfully execute the office of president of the United States, and will, to the best of my ability, preserve, protect and defend the constitution of the United States."

Vice-President. In case of the removal of the president from office, or of his death, resignation, or inability to discharge the powers and duties of his office, they shall devolve on the vice-president.

Duties. The vice-president is ex-officio president of the Senate, but has no vote except in case of tie.

Qualifications. The vice-president is required to have the same legal qualifications as the president.

As he may be required to assume the responsibilities of the presidency, the vice-president should be a man of unusual capacity, equal to the leadership of the country in the event of the president's death.

Term. The vice-president serves four years.

Salary. \$12,000 per annum.

Election. His nomination and election are the same as for the president.

*"The Next President," Lynn Haines in The Searchlight, April, 1920.

APPOINTIVE OFFICIALS—EXECUTIVE

One of the most important considerations in the choice of a president, is his probable ability to make effective appointments. The appointive power is the first that devolves upon him after election. It involves literally thousands of officers, for the term of many federal officials coincides with that of the president. "No head of any other nation has powers approaching it. Many have equal or greater appointing powers in theory, but the personal desires of the American president have more actual weight in a larger number of cases than do those of prime ministers, chancellors, or monarchs."*

The President's Appointive Powers.

The constitution divides all appointive offices into two classes, namely, those higher posts which must be filled by the president, "with the advice and consent of the senate," and those "inferior" offices which may be filled, if congress should so provide, by the president alone or by the heads of departments or by the courts. "In the category of higher offices, appointed by the president with the concurrence of the senate are the members of the cabinet. All ambassadors, ministers, and consuls, all judges and court officials, members of the various federal commissions, such as the interstate commerce commission, the federal trade commission and the tariff board, together with postmasters in the larger communities and officials who have to do with the collection of revenues. In all such cases, the president sends his nomination to the senate, and this body may confirm or reject it."* "The practice of surrounding chief executives with a circle of advisors, chosen by himself, is one of the oldest in the history of government."*

There are at present ten secretaries of the Executive Departments of the Federal Government who make up the president's cabinet. These offices are "policy enforcing"—carrying out in general the directions of the president and of congress which created them. They receive \$12,000 per annum.

President's Cabinet.

That they are intimately related to the individual is evident when one considers the fact that among their duties are the following:

The Department of State issues passports to persons desiring to travel abroad.

It protects and promotes the privileges and rightful interests of American citizens abroad, such as settling the personal estates of persons who die abroad; rendering assistance in case of shipwreck; acting as official witness to marriages of American citizens abroad; rendering reports of the sanitary and health conditions at foreign ports; aiding in the establishment of relations between American and foreign commercial houses, and lending assistance wherever practicable to the marketing of American merchandise abroad.

Department of State.

The Department of the Treasury borrows money as authorized by Congress to finance the government and thereby provides investment opportunities for citizens. "More than 20,000,000 citizens have become investors in the securities of their Government,"** in

Department of the Treasury.

*Munro, "The Government of the United States," pp. 109-126.

**U. S. Dept. of Interior Bulletin, 1919.

the form of Liberty Bonds, Victory Notes or War Savings Stamps.

It mints the coin and prints the paper money which are in hourly exchange.

It collects income, excess profits, luxury and other federal war taxes.

It collects customs and tariff duties.

During the war time and since, through the Bureau of War Risk Insurance, it paid allotments and allowances, compensation and insurance to soldiers and sailors and their dependents.

Through the Federal Farm Loan Association and the Federal Land Bank System, it gives the farmer opportunity for long time credit on favorable terms.

It safeguards the health of the nation through the enforcement of domestic and maritime health laws and by continual research into all fields for the betterment of public sanitation and hygiene, in both rural districts and populous industrial centers.

As a member of the Inter-departmental Social Hygiene Board, it shares in the administration of the Federal Aid for Social Hygiene which is given to the states in response to equivalent state appropriations.

It maintains the Coast Guard which assists vessels and individuals in distress, and enforces laws on Navigation, Quarantine, Neutrality and Customs and patrols the coast to protect ships against floating dangers.

partment
War.

partment
Navy.

The Department of War and the Navy Department organize the land and naval forces of the country for national defense and for military expeditions. The inseparable relation of the war and navy departments to the individual is fresh in the minds of all who have given their sons and relatives, and made other sacrifices incident to the Great War.

nt Office
partment.

"Through the 55,000 postoffices, 43,000 rural carriers, 18,000 railway postal clerks, 35,000 city carriers, 47,000 clerks in post offices and a large number of other employees, approximately a total of 300,000, the postoffice reaches every city, town, hamlet and crossroads in the United States, and in this manner comes into daily contact with the American citizen as does no other government department."*

It operates the postal savings banks.

It has power to decide what published documents or other expressions of opinion may be circulated through the mails.

It excludes from the mails fraudulent advertising, obscene literature, etc.

partment
Justice.

The Department of Justice enforces the laws of the United States, many of which regulate the acts of individuals. Some common federal offenses with which men and women are charged, and for which they are arrested, are noted in the later section upon federal court jurisdiction. Like the police of smaller communities, the United States Department of Justice, with more formality, detects and brings to examination or trial, the person

*U. S. Dept. of Interior Bulletin, 1919, N. 74, "The Federal Executive Depts. as Sources of Information for Libraries."

presumed guilty of such offenses. Few newspapers, since national prohibition became effective, for instance, are without accounts of prosecution by the Department of Justice of persons engaged in illegal liquor traffic.

The Department of the Interior parcels out governmental lands as homesteads which may be secured by meeting certain conditions.

**Department
of the
Interior.**

It regulates with minute detail the affairs of American Indians.

It issues pensions to certain soldiers, seamen and their dependents for services rendered in the Revolutionary War, the War of 1812, the Indian War, the Mexican War, the Civil War and the Spanish-American War.

It patents the works of inventors and copyrights books.

It establishes and conducts schools for the children of Alaska.

It acts as a clearing house through which pass educational statistics and data not only of the United States but of foreign countries as well. The assistance of the Bureau of Education is available to every town and school district in the United States.

It carries on a national Home Reading Circle as a piece of education.

It aids in the Americanization of immigrants by helping communities to provide education in the customs of this country.

It issues reports, maps, and other material relative to the geological resources of the United States.

It reclaims lands. "At present over 120,000 persons are living on the 30,000 farms irrigated by the service."*

It makes scientific studies of problems in the mining industry, in order that it may be carried on with greater efficiency and profit to industry and society, and under the best conditions for the safety and "health of the miners."

It maintains national parks for the use, observation, health and pleasure of the people.

The Department of Agriculture assists the individual farmer in his plant, tree, crop, animal raising, his farm management and his marketing.

**Department
of Agri-
culture.**

It administers the acts of Congress granting funds to state agricultural colleges for agricultural experiment stations and co-operative extension work in agriculture and home economics.

It issues pamphlets on the preparation of foods for the table, household activities, clothing textiles and other household supplies—pamphlets of great value to the housekeeper—and arranges demonstrations on home economics in rural districts.

It acquires and disseminates information regarding the marketing and distribution of farm and non-manufactured products.

It inspects meat, and detects the circulation of impure foods or drugs.

It assists local officials in planning road and bridge building and administers "Federal Aid" in the construction and reconstruction of rural post roads in co-operation with State Highway Departments.

*See footnote p. 96.

It issues forecasts and warnings through its Weather Bureau, which are of prime interest to the public.

It brings to the lumberman and others interested in forestry a mass of information relating to timberlands.

**Department
of Commerce.**

The Department of Commerce takes a census of the whole family of the United States. By house-to-house visits it lists our people according to their ages, races, nationalities, occupations and so forth; lists the farms, their live-stock, the crops they produce, lists our manufacturing industries and their products, our mineral resources and our wealth in general; and, in special reports, covers the financial and administrative conditions of cities.

It issues standards of weight, measurement, quality, performance and practice, which serve both household and business men.

It propagates fish and introduces them to the food market.

It inspects and examines ships and their crews, their safety devices, etc. This department conducted the inquiry as to the Eastland disaster in Chicago.

It operates lighthouses and other aids to navigation, as well as charts the coasts, currents, tides and channels traversed by persons at sea.

It publishes information for the manufacturer and exporter as to trade conditions.

**Department
of Labor.**

The Department of Labor studies and reports upon labor conditions, which range from questions of hours and wages, wholesale and retail prices, occupational diseases and safety devices, to questions of factory management, workmen's compensation, women in industry, unemployment, housing, etc.

It acts as an adjustment and conciliation agency in controversies between employees and their employers.

It serves as a clearing house for employment conditions throughout the United States.

It brings to mothers and prospective mothers of children, most practical information regarding child care, prenatal care, health and hygiene of children, their training, education and employment, the care of defective and delinquent children, in fact, the welfare of children from every possible standpoint.

It promotes the welfare of wage earning women.

It supervises the immigrant at his point of entry to the United States as well as his naturalization as a citizen.

The organization of the various Executive Departments into Bureaus, Divisions, and other offices, appears upon the chart reproduced upon page 104.

APPOINTIVE OFFICIALS—JUDICIAL

Appointment.

Like the administrative officials, the judges of the federal courts are appointed by the President, with the "advice and consent of the Senate." The United States Constitution provides for a Supreme Court and "such inferior courts as Congress may from time to time ordain and establish," and for judges who "shall hold their offices during good behavior."

Jurisdiction.

The judicial power of the federal courts extends to all cases arising under the constitution or the law of the United States, and

under treaties; to all cases affecting ambassadors, other public ministers and consuls; to all cases of admiralty and maritime jurisdiction; to controversies to which the United States shall be a party; to controversies between two or more states; between a state and citizens of another state; between citizens of different states; between citizens of the same state claiming lands under grants of different states, and between a state or the citizens thereof, and foreign states, citizens or subjects. In all cases affecting ambassadors, other public ministers and consuls, and those in which a state is a party, the Supreme Court has original jurisdiction.

To many citizens the federal court seems the remotest of government agencies. Like the executive department, however, these high courts of the land have been swept into the field where larger and more intimate relations between the national government and the individual are being built up. The national government daily offers more protection to the individual. Daily it surrounds his personal life with more regulation. When he violates a federal law, he finds himself face to face with a federal court, which may try, convict, and take from him his liberty.

The Federal Courts and the Individual.

The banker who fails during his time of financial strain, for instance, has his bankruptcy matters adjusted in a federal court. A procurer who transports women from one state to another in violation of the white slave traffic act, may be sentenced by a federal court. The dealer who ships impure food from state to state, the local grocer who profiteers on sugar or other products, the business man who builds up a monopoly in food or other commodities in restraint of trade, the householder who may have been seized and his domain searched for liquor and evidence of commerce in it, the citizen who makes an incorrect income tax return, individuals who may have violated the Espionage or Selective Service Acts, any of these may be arrested and brought before a judge of a federal court. Such instances bring the federal court down to the doorstep of not a few homes and make it necessary that the intelligent citizen understand its jurisdiction.

The Supreme Court of the United States is composed of a chief justice and eight associate justices. It meets in Washington, and its sessions usually last from October until May.

Supreme Court.

Next below the Supreme Court comes the circuit court of appeals. The territory of the United States is divided into nine circuits, each circuit containing three or more states. Illinois is in the Seventh Judicial Circuit. Each circuit has a circuit court of appeals, with several judges. In addition, one justice of the Supreme Court is assigned to the supervision of a circuit. The circuit court of appeals relieves the Supreme Court of many cases appealed from the district courts.

Circuit Court of Appeals.

Then come the federal district courts. The entire territory of the United States is divided into districts,* each state constituting at least one district. There are three districts in the State of Illinois. Each district court has its own judge, as a rule, but in a few districts one judge serves two districts, and a few districts have more than one judge. Every district court holds several ses-

The District Courts.

*Seventy-seven in the United States, 81 including possessions—"Register," Department of Justice, 1919.

sions every year, sometimes sitting in more than one city within the district. It is a court of first instance, and the only federal court in which a jury is used.

Every district has its United States district attorney and United States marshal, appointed by the President with the concurrence of the Senate. The function of the district attorney is to act as the representative of the nation in prosecutions before the court. The marshal executes the court's orders and judgments, attends to the service of its writs and is its general executive officer. Both are under the direction of the federal department of justice.

Each district court also has a federal commissioner who conducts the preliminary hearing in criminal cases and decides whether an accused shall be held for the grand jury. Most cases under federal jurisdiction are entered in the district courts and the great majority of them are finally disposed of there, only a small percentage going thence to the circuit court of appeals and a still smaller proportion to the Supreme Court.

**The Court
of Claims.**

"The court of claims consists of a chief justice and four associate judges. Its business is to hear and determine the merits of all claims against the federal government, such as claims for salaries due, or for supplies delivered."*

**The Court
of Customs
Appeals.**

The court of customs appeals also has a chief justice and four associate justices. "Its function is to serve as a final court of appeal in all controversies regarding the administration of the tariff laws, as for example, proper rate of duty, etc."*

DETACHED BRANCHES OF FEDERAL GOVERNMENT

In addition to the secretaries of the executive departments and the federal judges appointed by the President, there are other high appointive offices, so far unattached to the legislative, executive or judicial branches of the national government. Of especial interest to many citizens are the Interstate Commerce Commission, the Federal Trade Commission, the Tariff Board, the Federal Reserve Banking System, and the Board for Vocational Education.

**The
Interstate
Commerce
Commission.**

The Interstate Commerce Commission is composed of nine members appointed by the President and Senate for a term of seven years, at a salary of \$10,000 each.

The functions of the Commission "include the general carrying out of the federal laws relating to steamship and railroad companies, and oil pipe companies, all when engaged in interstate commerce."* The Commission is in no wise remote from the private citizen, when one remembers that it touches such questions as railroad safety appliance, prevention of accidents and railroad rates, passes, routes, and other features of transportation service.

**Federal
Trade
Commission.
Powers.**

The Federal Trade Commission is likewise closely related to the purse, particularly of men in commercial circles. It has power to investigate the transactions of interstate industrial concerns, and to prevent monopolies and other unfair competition. It especially watches for violations of the Sherman Anti-Trust Act. Its in-

*Munro, "The Government of the United States."

vestigations and action in the petroleum industry, the lumber, beet sugar, coal, and packing industries are now familiar to even casual readers of the press.

This Commission was created in 1914, and consists of five members, appointed by the President and Senate for a seven-year term. Their salary is \$10,000.

Composition.

A still newer board authorized in 1916 is the Tariff Commission with a membership of six. It is also appointed by the President with Senatorial confirmation. The salary is \$7,500 and the term of office (after initial appointments expire) is twelve years. Its powers are advisory only. It is expected to make a thorough study of imports, and collect data upon which future tariff regulations may be based, irrespective of political pressure. For the importer and consumer of imported goods this commission will have an increasing effect upon the cost of living.

United States
Tariff
Commission.

The citizen who engages in large commercial and industrial undertakings involving capitalization and credit, feels the effect of the system of Federal Reserve Banks, established by act of Congress, 1913. "By the provisions of this statute the entire territory of the United States is divided into twelve federal reserve districts, with a federal reserve bank in each. The capital stock of each reserve bank is contributed by banks within the district, the national government also subscribing if necessary to make up the amount. Each reserve bank is controlled by a board of directors chosen in part by the banks who own stock and in part by the national government, through a body known as the Federal Reserve Board."* Illinois is in the Seventh Federal Reserve Bank District.

Federal
Reserve
Board.

Reserve
Banks.

Directorship.

These reserve banks are depositories for smaller banks which subscribe to their capital stock. Under certain conditions they may lend to smaller banks. They have the right to issue paper money. Their great advantage to the nation is summarized by Munro as follows: "The new system secures leeway in the amount of reserves required; discourages the piling-up of funds in any one large financial center; enables small banks to get their reserves quickly when needed and also to borrow or rediscount easily; and finally, it provides in the Federal Reserve Board a central authority which is able to furnish the entire banking interests of the nation with guidance in an emergency."*

Advantages
of the
System.

The Federal Reserve Board is composed of the Secretary of the Treasury, the Comptroller of the Currency, and five other members appointed by the President. The latter members receive a salary of \$12,000.

Composition
of Board.

Another board which is actively and closely connected with the state, the local community and the individual, is the Federal Board for Vocational Education, established under the Smith-Hughes Act in 1917. The board consists of the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the United States Commissioner of Education and three members appointed by the President with Senatorial concurrence. The three members appointed must include one from the manufacturing and commercial

Board of
Vocational
Education.

*Munro, "The Government of the United States."

industry, one from agriculture and one representing labor. They serve for three years, one term expiring each year, at a salary of \$5,000.

The Act provides for the promotion of vocational education, for the co-operation with the states in the promotion of such education in agriculture, the trades, and industry and in the training of teachers in vocational subjects.

Federal funds are provided by Congress for distribution to the states. The following principles govern their distribution:

All schools receiving Federal aid must be under public supervision and control.

The controlling purpose of this education must be to fit for useful employment.

The instruction in these schools must be of not less than college grade.

The instruction in these schools must be designed to meet the needs of persons over 14 years of age who are entering upon or preparing to enter upon a vocation.

Every dollar of Federal funds must be matched by a dollar of state or local funds or both.

Reimbursement from the fund for salaries of teachers will be made to schools only for salaries of those qualified under the standards set up by the state plan and approved by the Federal Board.

Each state to receive this aid must provide a state board of vocational education with which the Federal Board may work (see Chapter V, State Government, page 84).

The war brought the Federal Board of Vocational Education a further function to perform. By act of Congress, June 27, 1918, it was made responsible for the vocational rehabilitation and return to civil employment of disabled persons discharged from the military or naval forces of the United States.

APPOINTIVE OFFICIALS—UNDER CIVIL SERVICE

The Federal Civil Service Act was passed by Congress in 1883. For fifty years previous to that time appointments made political patronage run rampant. Under Civil Service, the whole temper of public service has been improved. Civil Service and the merit system, which is a part of it, do more than merely choose officials. Promotion and demotion and even removal from office are accomplished only after the consideration of the reports of the work of the Civil Service employees, which are made regularly and kept by administrative officers of that department.

The
Commission.

The Civil Service Commission consists of three members and no two can belong to the same political party. They are appointed by the President with the advice and consent of the Senate.

*Munro, "The Government of the United States," p. 240.

The Commission "prepares the rules governing Civil Service Duties. competition; and

"Supervises the work of examining candidates for appointment and certifies the successful candidates for appointment."^{*1}

Federal Civil Service positions are now classified as follows: **Classification.**
clerical, sub-clerical, technical, executive, mechanical and miscellaneous. The appointment is usually made from the three highest names certified.

The Civil Service Act states that clerks and other minor offices in the office of the Post Master General and in the treasury department must be selected by means of Civil Service. This was later extended so that "the classified service shall include all officers and employees in the executive civil service of the United States—except persons whose appointments are subject to confirmation by the Senate."^{*3} "Positions still exempt include those under the government of the District of Columbia, Library of Congress, legislative and judicial branches, the consular and diplomatic services and the Pan-American Union."^{*3}

Some other positions are excepted by act of Congress and **Positions.**
"during the duration of the war."^{*4}

At the beginning of the war there were more than 300,000 Federal government positions under Civil Service.^{*2} For the year ending June 30, 1919, the total number examined was 438,259, of which 299,000 passed the examinations and there were appointed in the departmental service 33,627 and in the field service 99,906.^{*1}

On page XIII of the 1917 report of the chief examiner, he **Salaries.**
states that much of the work of the commission goes for naught by reason of the large number of declinations of appointment because the salaries offered are insufficient, that this results in great delay which retards the work of the departments waiting for employees and adds to the difficulties of the commission.

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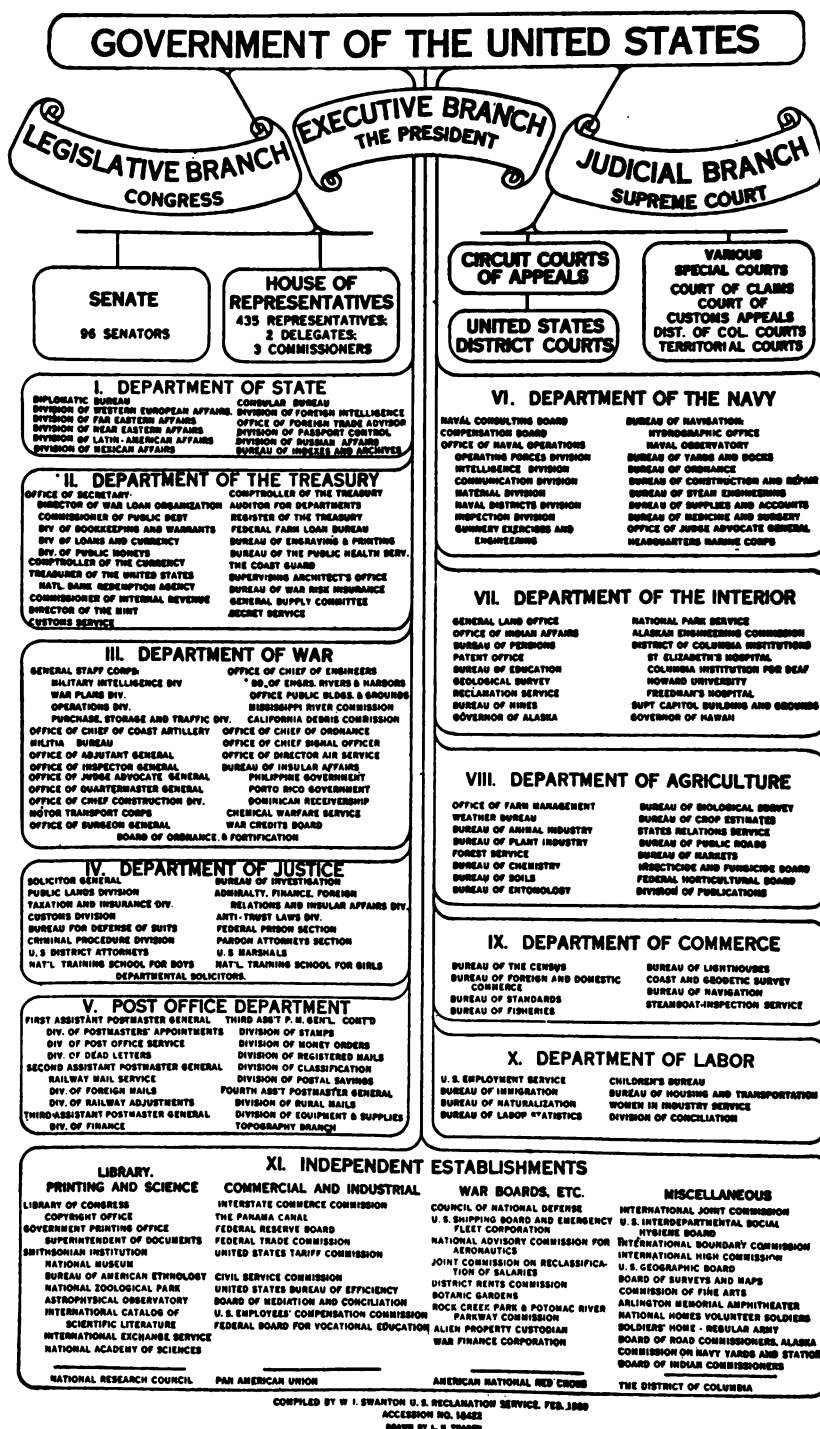
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^{*1} Report of the U. S. Civil Service Commission, 1919.

^{*2} Report of the U. S. Civil Service Commission, 1917.

^{*3} Civil Service Rules Promulgated by the President (from Rule 11).

^{*4} Civil Service Acts, rules, statutes and executive orders of December 1, 1919.



ILLINOIS VOTERS' HANDBOOK

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